

# NATIONAL MUNICIPAL REVIEW

PUBLISHED MONTHLY BY THE

National Municipal League

VOL. XIX, No. 8

AUGUST, 1930

TOTAL No. 170

## CONTENTS

EDITORIAL COMMENT.....	<i>H. W. Dodds.....</i>	519
HEADLINES.....	<i>Howard P. Jones.....</i>	523
SAN FRANCISCO COMPLETES BERNAL CUT.....	<i>M. M. O'Shaughnessy..</i>	525
ILLINOIS LEGISLATURE COMES TO AID OF CHICAGO.....	<i>Edward M. Martin....</i>	527
MANAGER CITIES IN ACTION		
VI. THE CONCLUSIONS OF AN OBSERVER....	<i>Ernest S. Bradford ....</i>	529
THE INSTITUTE OF PUBLIC ADMINISTRATION.....	<i>Clinton Rogers Woodruff</i>	532
THE TAXPAYERS' MOVEMENT IN EUROPE.....	<i>Günter Schmolders.....</i>	534
THE PROSPECT UNION EDUCATIONAL EXCHANGE..	<i>Zelda Lions.....</i>	538
SIGNS OF PROGRESS IN COUNTY GOVERNMENT....	<i>Paul W. Wager and Howard P. Jones....</i>	541
A MODEL COUNTY MANAGER LAW—A SUPPLE- MENT.....	<i>Committee on County Government.....</i>	565

## DEPARTMENTS

I. Recent Books Reviewed.....		550
II. Public Utilities.....	<i>Edited by John Bauer</i>	557
III. Municipal Activities Abroad.....	<i>Edited by Rowland A. Egger</i>	559
IV. Notes and Events.....	<i>Edited by H. W. Dodds</i>	561

The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the  
*International Index to Periodicals* and in *Public Affairs Information Service*

## GRIFFENHAGEN & ASSOCIATES, LTD.

BUREAU OF PUBLIC SERVICE

*Established 1911*

Consultants and active assistants on the administrative and  
financial problems of public bodies in programs of review, audit,  
and constructive improvement; nineteen years of experience  
in the service of officials, legislators, and citizen organizations

CHICAGO OFFICE: 155 E. Superior St.  
NEW YORK OFFICE: Salmon Tower Bldg.

HARTFORD OFFICE: Capitol Bldg.  
WASHINGTON OFFICE: Mills Bldg.

# THE LEAGUE'S BUSINESS

## AUDITOR'S REPORT

### NATIONAL MUNICIPAL LEAGUE

BALANCE SHEET, MARCH 31, 1930

ASSETS			
Cash:			
<i>In Bank:</i>			
Treasurer's account.....	\$	620.36	
Secretary's account.....		160.32	
		<u>\$ 780.68</u>	
Less: Uninvested cash—Portland Prize Fund.....	\$	13.30	
Unexpended cash—Russell Sage Foundation Fund.....		308.36	
		<u>\$ 459.02</u>	
On hand.....		6.73	
			\$ 465.75
Account receivable.....			5.04
Furniture and fixtures.....	\$	2,393.56	
Less: Reserve for depreciation.....		662.81	
		<u>\$ 1,730.75</u>	
Russell Sage Foundation Fund—cash balance.....			308.36
Portland Prize Fund:			
<i>Investments: (at cost)</i>			
\$100 City of Lyons 6% bonds due November 1, 1934.....	\$	99.20	
\$500 Continental Oil Company 5¼% debentures due November 1, 1937.....		487.50	
Uninvested cash.....		13.30	
			600.00
Accrued interest on bonds—Portland Prize Fund.....			13.44
Total assets.....			<u>\$ 3,123.34</u>

### LIABILITIES AND DEFICIT

Accounts payable.....	\$ 7,631.57
Russell Sage Foundation Fund.....	308.36
Portland Prize Fund.....	600.00
	<u>\$ 8,539.93</u>
Total liabilities.....	5,416.59
Deficit, March 31, 1930.....	<u>\$ 3,123.34</u>
Total liabilities, less deficit.....	

### STATEMENT OF INCOME AND EXPENSE FOR THE YEAR ENDED MARCH 31, 1930

Income:		
Contributions.....		\$28,645.00
Dues:		
Annual.....	\$ 6,019.51	
Sustaining.....	3,731.50	
Contributing.....	449.50	
		<u>10,200.51</u>
Subscriptions to the REVIEW.....		2,493.66
Sale of publications.....		3,391.65
Advertising.....		261.00
Miscellaneous.....		334.61
Total income.....		<u>\$25,326.43</u>
Expense:		
Salaries:		
Administrative.....	\$14,633.21	
General.....	10,837.50	
		<u>\$25,470.71</u>
Printing REVIEW.....		6,815.89
Printing REVIEW supplement.....		192.10
Printing books and pamphlets.....		1,226.04
Miscellaneous printing.....		664.00
Mimeographing.....		2,221.98
Binders.....		93.11
Postage and express, rent, telephone and telegraph.....		8,481.71
Stationery and office supplies.....		1,115.42
Books and subscriptions.....		655.14
Clippings.....		854.18
Auditing.....		233.00
Traveling.....		357.11
Depreciation, office furniture and fixtures.....		202.16
Maintenance of office equipment.....		75.17
Convention.....		264.26
Committees.....		181.34
Stencils.....		78.62
Royalties.....		17.75
Baldwin Prize.....		100.00
Portland Prize.....		25.00
Sundry.....		322.23
Total expense.....		<u>\$ 49,646.92</u>
Net loss for year ended March 31, 1930.....		<u>\$ 4,320.49</u>

1, Cedar Street, New York City, May 6, 1930.

SEARLE, MILLER AND COMPANY.



# NATIONAL MUNICIPAL REVIEW

VOL. XIX, No. 8

AUGUST, 1930

TOTAL No. 170

## EDITORIAL COMMENT

Cleveland,  
November 10-12

The National Municipal League will hold its thirty-sixth Annual Meeting in Cleveland on Monday, Tuesday, and Wednesday, November 10, 11, and 12. The Governmental Research Association, the National Association of Civic Secretaries, the Proportional Representation League, the American Legislators' Association, the Ohio Conference on City Planning, and the Ohio Municipal League will meet at the same time and place. These associations will continue the custom of last year of combining their convention resources under the common title of the National Conference on Improving Government.

The American Legislators' Association is a recruit to the group of civic and research organizations which have been meeting jointly in annual convention for several years. This association, under the direction of Henry W. Toll, is rapidly developing as an agency of national influence in the neglected field of state legislatures, and now publishes the attractive monthly magazine, *State Government*. We welcome their membership in the National Conference on Improving Government, and shall value the contribution they will make to our convention.

For many years Cleveland has been one of the nation's rich laboratories in municipal government. Her experi-

ence contains much to inspire civic effort elsewhere. If she has made mistakes they stand as helpful guides to other cities. She has pioneered in many fields, and it is appropriate that the League should convene there in the first year of the administration of her second city manager. In no city are local conditions more favorable to a profitable meeting.

\*

New York's  
New Planning  
Department

New York, the first city to adopt comprehensive zoning, has never had a city plan or even a city planning commission. Now the omission is to be remedied in part. By virtue of a local law which passed the board of estimate and apportionment against the votes of all the borough presidents but one, and the board of aldermen with only one dissenting vote in a membership of 65, the city will enjoy the services of a one-man planning department. The job will pay \$17,500 a year and will be filled by Major J. F. Sullivan, an intimate friend of the mayor.

The department will have only advisory powers, but it will be charged with the preparation of a city plan for the guidance of the board of estimate.

It is thus apparent that the new department falls short of accepted practice with respect to the proper functions and powers of a city planning

board. But the pressure to establish a board of the conventional type was unavailing and the City Club has endorsed the measure as "a step in the right direction." Its success will depend upon the qualifications of the head of the department and the fidelity with which the city government adheres without fear or favor to a reasonable plan.

✱

#### Tax Reform in Tennessee

Tennessee has begun a concerted movement for state and local tax reform. A State Tax Committee has been organized. With the aid of specialists from the University of Wisconsin and the University of Tennessee, studies in the costs of state and local government and in the incidence of taxation have been commenced. It is the purpose of the committee to propose a revised system of taxation to the 1931 legislature. George Fort Milton of Chattanooga is chairman of the committee, and Professor Frank W. Prescott of the University of Chattanooga is executive secretary.

✱

#### Chicago Traction Settlement

As related by Edward M. Martin in the Notes and Events department of this issue, less than one-third of the registered voters of Chicago turned out on July 1 to approve the traction ordinance by a vote of nearly six to one. The ordinance provides for the consolidation of the surface and elevated lines under a terminable agreement by which the city at some future date may purchase the system for \$260,000,000 plus the cost of extensions and betterments made hereafter. Rates are to remain as at present, until changed by the local transit commission, created by the ordinance with control over the unified system in the area within thirty miles of the city's boundaries.

The city pledges itself to construct two subways in the central business district, to be paid for by the accumulated traction fund of \$60,000,000 plus special assessments. A return of three per cent of gross receipts, junior to interest on bonds, sinking fund requirements and preferred stock dividends, is to be paid the city as compensation for the use of public property.

If it accepts the ordinance the company, on its part, is pledged to make improvements aggregating \$200,000,000 within ten years.

It remains for the future to determine whether the city has made a good bargain. Worn out by years of controversy and impatient with the long delay in providing a transportation system equal to Chicago's needs and growth, all business interests aligned themselves behind the ordinance. Those opposing it alleged that the purchase price of \$260,000,000 contained \$60,000,000 of water. It was pointed out that the "terminable" feature of the ordinance was in fact perpetual since the cost of purchase by the city will exceed its legal borrowing power. It was also charged that numerous safeguards, necessary to protect the public's interest in future regulation by the transit commission, are lacking. For example, the city appears to be in a weak position with respect to guarantees that the promised extensions will be made.

Although Chicago transit has fallen into a chaotic state which undoubtedly weakened the bargaining power of the city, the company appears to have driven an unnecessarily favorable bargain. The present writer is not worried over the probable presence of considerable water in the agreed valuation if the result is adequate transportation for the metropolitan district. The question of adequate



service under proper regulation of future valuations and rates is more important than a dispute over even 25 per cent of water in an agreed rate base. Too often have valuation controversies obscured the fundamental question of service, and Chicago can well forget the water if indispensable extensions of track and improvements of service are to result from the ordinance. But if her voters have failed to retain for the city adequate control over the future, their negligence will some day cost the people dearly. Sooner or later the city will find itself confronted by another traction muddle more irritating and expensive than this one. Herein lies the danger of the arrangement which has just been approved.

\*

Plans for a Federated St. Louis

In 1926 the attempt to solve the problem of a metropolitan government for the St. Louis region by consolidating adjacent St. Louis County with the city failed because of the overwhelming antagonism of the county. Now another plan is being prepared. Under the experienced advice of Thomas H. Reed, the City and County Metropolitan Development Committee has drafted an amendment to the state constitution. At this writing a petition to place it on the ballot at the November election has been filed. If the amendment prevails a charter will be submitted next year for the approval of the voters of the city and the county, providing for a federated government under a new municipal corporation to be known as the "City of Greater St. Louis."

The proposed amendment guarantees the independent existence of all the municipal units within the Greater City to be, until such a time as the voters of any two of such units decide, by a three-fifths vote of each, to con-

solidate. The unincorporated area of the county will become organized into one or more municipal corporations to be known as county districts. Such county districts (probably only one will be set up) will be administered by a simple form of government to be set forth in the charter. District expenses will be met by grants from the Greater City's treasury. Any taxation in addition must be approved by the voters of the district.

With respect to the authority of the Greater City, the amendment authorizes the home rule charter to specify that the regional government can exercise any designated power now possessed by St. Louis City, St. Louis County, or any municipal corporation or district within the Greater City. The establishment of a metropolitan police force is specifically authorized for policing highways and county districts. Special public works districts may be provided for by charter.

Looking ahead somewhat, the City and County Metropolitan Development Committee has suggested certain features which it will seek to incorporate in the charter to be drafted for the federated area if the voters of the state approve the amendment. The governing body of the Greater City will be a council of eleven members, ten elected by districts, four of which shall be in the county. The presiding officer of the council will be elected at large. The council is to have power to make health and traffic regulations for the whole region and to grant franchises, to police highways and rural sections, and to provide a unified water service for the region. In addition, the Greater City's government will have charge of planning, sewers, through highways, parks, recreation, and hospital and public welfare agencies and institutions.

To the existing cities and villages,

which will continue under their own names, it is proposed to leave schools, local police, fire protection, zoning, local streets, street lighting and cleaning, garbage disposal, building regulations, etc.

Viewing as a unit the proposed constitutional amendment and the committee's suggestions for a subsequent charter, it appears that the new general government will be one of restricted powers. The government of the component units will be disturbed only to a minimum degree. Only the most obvious regional functions, including the traditional county welfare services, have been transferred to the central authority.

In spite of the length and detail of the proposed amendment to the Missouri constitution, several distinctive merits appear. One is the degree of freedom conferred upon the area with respect to the distribution of powers between the regional government and the parts. The charter to be adopted by the people may confer full municipal powers upon the Greater City. In this matter the draftsmen will doubtless be guided by what they believe the county voters will accept. Although the adoption of the first charter must be approved by a majority of the voters in St. Louis and in the county voting separately, amendments to it can be made by a simple majority vote of the Greater City, except that amendments regarding the powers of local units must be approved by a majority of units affected. Thus the way is left moderately open to growth and further centralization as future needs dictate. A second merit of the amendment has just been referred to. For the inauguration of the regional federation only a simple majority vote in each of the two principal units (*i.e.*, the

city of St. Louis and St. Louis County) is required. No extraordinary majorities such as marred the Pittsburgh scheme last year are necessary. Finally, within the terms of the amendment, the region will have full home rule powers as to form of government and apportionment of powers. No mediation by the state legislature is involved, as was the case in Pittsburgh to the embarrassment of those advocating progressive measures.

If the amendment prevails and if the charter which will follow is adopted (and it is to be hoped that both events will occur) the St. Louis region will have a government which it can mold to its needs. In time, simplicity will doubtless replace its initial complexity. The area will possess an instrument adequate to the task, one that will be watched with great interest as the first regional federation in actual operation in this country. If it succeeds it may be expected to set a fashion for years to come.

\*

Wherever there is excessive subdivision of land, resulting in sale of lots which cannot for some time be used for building purposes, it is obvious that there is taken out of the market for at least one generation persons or families who would otherwise be prospective buyers of legitimate property for actual use, declared Jacob L. Crane, Jr., of Chicago in an address last month to the National Association of Real Estate Boards at their annual convention in Toronto. Mr. Crane predicted legislation that would establish a rational basis for limiting the quantity of land subdivision in a reasonable relationship to the actual or prospective demand, and urged the drafting and support of such legislation.



## HEADLINES

THE city manager plan for San Francisco is on the fire. The citizens' committee on charter revision is working on the draft of an amendment which would patch up the present charter so as to enable the west coast city to operate under the manager form of government.

\* \* \*

Formation of a metropolitan district to include New Britain, Conn., and adjacent towns, is proposed by Mayor George A. Quigley, who says he will officially recommend this proposal to a charter revision committee in the fall.

\* \* \*

The "nineteen ward amendment" to the charter of Minneapolis lacks 5,500 of obtaining the necessary sixty per cent of the total vote at the recent election. The amendment would have re-drawn lines radically. A number of councilmen might have had to move!

\* \* \*

A medal for Roy P. Curtis of Newburgh, N. Y.! His bid on a street paving job having been rejected in favor of a lower out-of-town offer, he congratulates the council on its stand in behalf of fairness and square dealing.

\* \* \*

The apple cart is upset in Atlanta. The grand jury, after indicting almost thirty city officials in a graft investigation, raps county extravagance and urges the merit system for appointments.

\* \* \*

Independence Day means what it says to Mayor *pro tem* J. Allen Couch of Atlanta. He celebrated the Fourth by releasing nearly all the prisoners in the city jail. Now he and other officials are facing recall.

\* \* \*

City-county consolidation is being seriously considered by Durham, N. C., which has asked the county advisory commission and other state agencies to outline necessary legislation for this purpose.

\* \* \*

Former Governor Alfred E. Smith of New York is once more in the ranks of reformers. This time it's housing. He has just accepted the presidency of the newly formed Housing Association of the City of New York, the purpose of which is to rehabilitate blighted districts and to wipe out the old tenements.

\* \* \*

Mayor Bryce B. Smith of Kansas City, who was elected on an economy platform, will be the city's head in fact as well as in name, Kansas City papers

announce. Manager H. F. McElroy will have to take a back seat, in such event. May, 1930, expenditures exceeded those of a year ago by more than \$130,000.

\* \* \*

Despite the fact that the automotive industry in the state of Michigan has been struggling for breath, approximately \$600,000 more revenue was obtained from the gasoline tax in April, 1930, than a year ago. The 1930 figure was \$1,834,071. They may be the same old cars but they're traveling!

\* \* \*

Charles B. Hall, Philadelphia G. O. P. machine leader, astonishes the Quaker City and reformers everywhere by saying that city management is the next step for Philadelphia—the only thing that will shut off complaints.

\* \* \*

Another needed reform. Comes William R. Hopkins, former city manager of Cleveland, sponsoring a clearing house for information to cut costs of funerals.

\* \* \*

A committee of four has been named by the Joint Transit Conference in Philadelphia to determine and recommend within thirty days a figure for purchase by the city of the Philadelphia Rapid Transit company system.

\* \* \*

A crime prevention bureau is established as an adjunct of the Kansas City Chamber of Commerce and will be headed by Colonel Charles Edwards, former chief of police, at a salary of \$7,500 per year.

\* \* \*

"Oriental or any other alien nationality will be eligible for the position of Oakland's executive officer if the manager plan is adopted."—Charming example of propaganda used against plan in Oakland, Calif., campaign.

\* \* \*

Special cards, signed by the mayor and the city manager, are delivered by Cincinnati police to all residents of Covedale, recently annexed, to welcome them to the city.

\* \* \*

It is "*Mister Charles Bowles*" now. Detroit's mayor was officially and cleanly guillotined by the recall on July 22. In a total vote of 210,770, a majority of 30,956 favored removal of the mayor. Detroit is the largest city that has used the recall to remove its chief executive.

\* \* \*

Politicians of the Motor City, known long for its good government under the strong mayor plan, may have poked a sleeping lion. The Detroit Citizens' League is now actively advocating the manager plan.

\* \* \*

Confirmed subway riders may yet be able to live in Chicago. Samuel Insull is behind efforts to float a \$25,000,000 bond issue to start operations of a new Consolidated Traction Company, which would take over all local transit companies and construct a subway in the Great Lakes metropolis.

HOWARD P. JONES.



# SAN FRANCISCO COMPLETES BERNAL CUT

BY M. M. O'SHAUGHNESSY

*City Engineer, San Francisco*

*The Bernal Cut is one of those ingenious highway projects which are making over our cities.*    ::    ::    ::    ::    ::    ::    ::    ::

SAN FRANCISCO, in an ambitious program of boulevard construction, has just completed a combined boulevard and railway grade known as "Bernal Cut." This was built to relieve congestion on Mission Street, one of the main outlets south from the city to the peninsula, and constitutes a feeder to one of the three main highways in that direction. The "cut" is an enlargement and extension of the single-track railway cut which served for some fifty years as the main line steam railway into the city. Although it had been projected for several years, its construction was made possible only by a bond issue for \$1,400,000 authorized June 14, 1927, by a vote of: for, 52,623; against, 17,952.

The total length of the improvement is 4,262 ft. The bottom of cut is 117½ ft. wide and is divided as follows: An 8 ft. sidewalk, 42 ft. of vehicular roadway, 30 ft. 6½ in. right of way for a proposed double-track extension of the Municipal Street Railway, and 37 ft. for double-track steam or electric interurban railway. At bottoms of slopes, which are 1¼ to 1, there are rubble masonry walls 4 ft. high, of

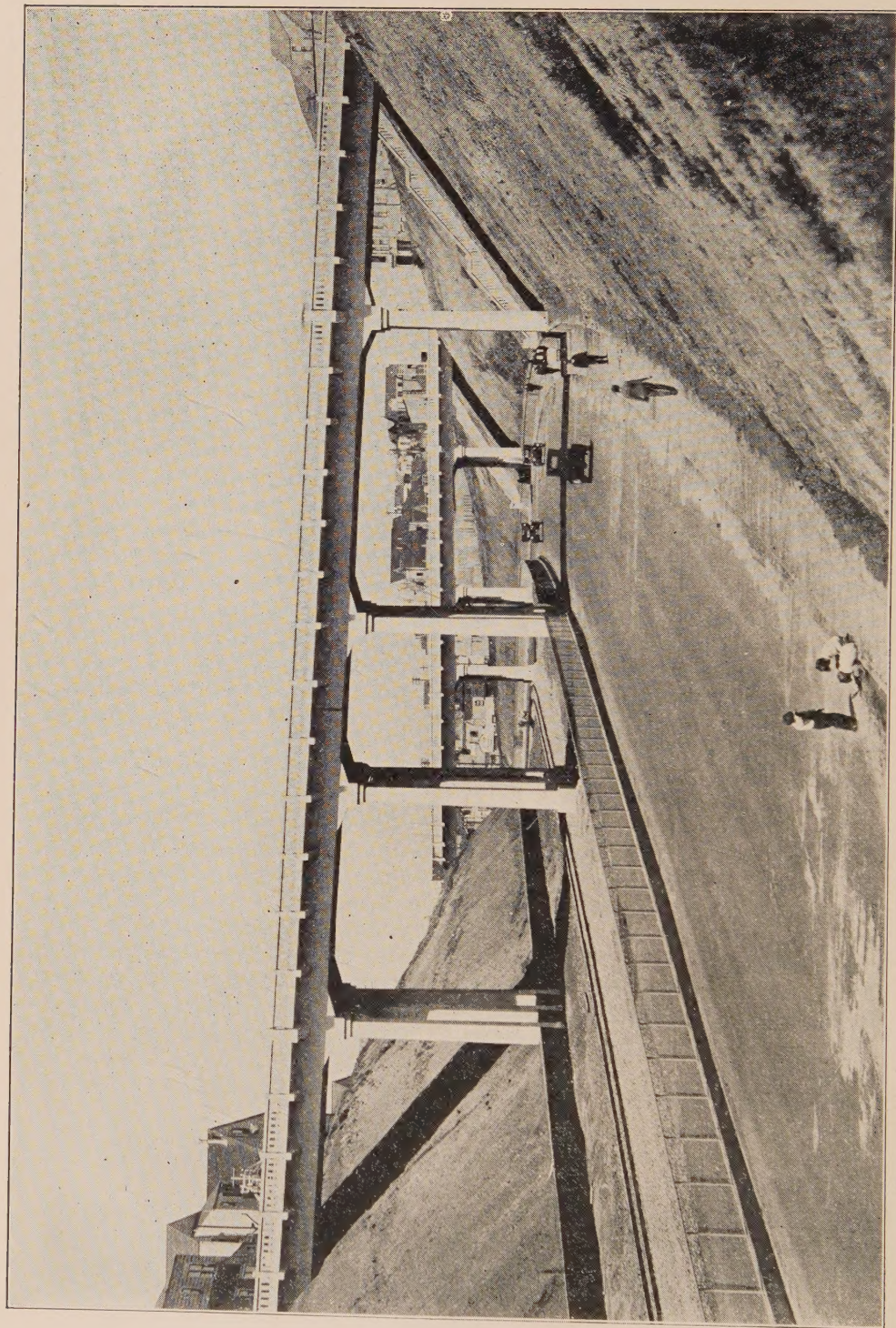
basalt blocks. Maximum depth of cut is 52 ft. The grading involved 245,000 cu. yds. of cut and 100,000 cu. yds. of fill.

Pavement of the vehicular roadway consists of 8 in. concrete base, 1½ in. asphaltic binder, and 1½ in. of asphaltic concrete wearing surface. The concrete mix of about one part of cement to 5.5 parts aggregate is giving test results of about 5,000 lbs. on 28-day test. On sections that are on fill and not thoroughly compacted, a temporary pavement is laid, consisting of 8 in. of waterbound macadam and a 2 in. emulsified asphalt wearing surface.

Three concrete bridges have been constructed, two of them carrying traffic over cut, while the third carried the new boulevard over the existing street. The first two bridges, 205 and 240 ft. long and 40 ft. wide, cost \$36,282 and \$38,470 respectively. The Bosworth Street bridge cost \$181,828. Construction began in October, 1928, and was completed in April, 1930.

Property acquisition and damages cost \$774,000. The total cost of the improvement approximates \$1,344,000.





BERNAL AVENUE SHOWING RICHLAND AVENUE BRIDGE IN FOREGROUND AND HIGHLAND AVENUE BRIDGE IN BACKGROUND



# ILLINOIS LEGISLATURE COMES TO AID OF CHICAGO

BY EDWARD M. MARTIN

*The Illinois legislature in special session has passed a series of bills to relieve the financial distress of Chicago and Cook County. Efforts to improve the assessment machinery failed but will be renewed when the legislature meets next year.* :: :: :: :: :: :: ::

WITH July 1 as the deadline when Chicago's emergency relief funds would be exhausted, the Illinois General Assembly on June 25, in special session since May 12, adopted the financial relief program prepared and sponsored by the Citizens' Committee of which Silas H. Strawn is chairman. Governor Emmerson signed nineteen of the measures and allowed those authorizing bond issues without referenda to become laws without his formal approval.

The Citizens' Committee prepared thirty-two bills; all but two of its measures were adopted. The imminence of financial chaos after July 1 was undoubtedly a large factor in securing action on the program as a whole. Proposals threatening political party prerogatives were either not included in the program or were promptly killed on the assembly floor. The Committee deemed it inexpedient to raise in the special session the issue of reorganization of the assessment machinery. Its bill empowering the state tax commission to take charge of assessments or reassessments being improperly done or made with undue delay died an early death. With the latter bill out, the entire program was endorsed by the legislative bodies of all the local governments concerned.

The measures adopted fall into four categories: (1) adjustments occasioned

by the reassessment affecting the assessment and collection of taxes to enable the process to get back to normal without undue hardship on the taxpayers. Five years is the period contemplated for the normal schedule to be restored. (2) Validation of tax levies and appropriation ordinances of the local governments for the years 1928, 1929 and 1930. (3) Statute adjustments made necessary by the various amendments. (4) Legislation for the financial relief of the local governments. The financial provisions of the Committee's bills were the work of Harris S. Keeler, director of the Chicago Bureau of Public Efficiency, with the assistance of Douglas Sutherland, secretary of the Chicago Civic Federation, Simeon E. Leland of the University of Chicago and the legal advice of John Lyle Vette. The bills were examined and approved as to legality by Walter F. Dodd, W. R. Matheny, William H. Sexton and Robert N. Holt.

The relief legislation is of three general types: (1) Bond issues to pay off accumulated deficits. For this purpose a total of \$23,200,000 short-term bonds are to be issued without referenda. (2) Bonds aggregating \$43,500,000 will be issued, without referenda, to establish "working cash funds" for the city, county, and board of education. The moneys in these funds are not to be appropriated but

are to be transferred to the corporate or general funds when needed for salaries and other corporate purposes. When taxes will be collected, the funds are to be reimbursed. Such transfers are limited to 90 per cent of the funds' estimated assets. Special taxes are levied for the funds. Year by year, it is explained, the funds will grow larger and accordingly will reduce the need for borrowing on tax anticipation warrants. Ultimately the funds will put these governments upon a cash basis. (3) Budget regulations are prescribed for the city, county and board of education.

#### REFORM OF ASSESSING MACHINERY POSTPONED

Although the Committee did not include the question of the reorganization of the assessing machinery, the issue was raised on the floor of the house by Michael L. Igoe of Chicago, Democratic and minority floor leader. His proposal for a single assessor with an ex officio board of review, in place of the present dual-headed boards of assessors and review, was voted down by a strict party vote. The issue will be raised in the regular session next January and the plan of revision will have the endorsement of the Citizens' Committee. The present boards are so entrenched that vigorous measures will be needed to blast loose their grip on interests political and commercial. A vigorous contest is thus foreshadowed and the forces which brought about the reassessment can be counted upon to wage a spectacular campaign to move the political leaders who now dominate the situation. This last step is absolutely essential to the permanent reform of the assessing function in Cook County.

It is interesting to note, in this connection, that the Illinois Supreme Court has just affirmed two decisions of

lower courts invalidating the 1927 assessment and thus establishing the unquestioned legality and necessity of the reassessment. It has been popular to blame all Chicago's fiscal troubles on the reassessment. Actually, it is pointed out, the Supreme Court decisions just rendered would have made a reassessment inevitable.

#### TO VOTE ON INCOME TAX AMENDMENT

The general assembly also adopted a proposed amendment to the revenue article of the Illinois constitution. The amendment will go to referendum at the November election. It authorizes the adoption of a state income tax. To meet the objections of Cook County, since its representation in the assembly is still on the basis of the 1900 census, it provides that the state shall not receive more than 15 per cent of the proceeds of the tax, unless otherwise provided by a two-thirds vote of the assembly, the remainder to be distributed among the several counties (on the ratio of income taxes paid) to agencies within the counties as the assembly shall direct.

It also authorizes the general assembly to invest municipal corporations with the power to make local improvements by special assessment.

The acknowledged purpose of the amendment is to ease the way for the adoption of a state income tax and thereby relieve land from the burden of taxation of which it now bears a disproportionate part. The agricultural and real estate interests have long agitated for relief from taxes on realty, which in Illinois bears approximately 90 per cent of the total tax burden. In 1926 a revenue amendment received a majority of votes cast on the proposition, but failed of adoption because it did not receive a majority of all votes



cast at the election, a constitutional requirement in Illinois.

A device calculated to overcome the failure of many voters to express a choice on such propositions when

printed on a separate ballot was adopted in 1929 requiring that amendments to the state constitution be printed on the left-hand side of the main ballot.

## MANAGER CITIES IN ACTION

### VI. THE CONCLUSIONS OF AN OBSERVER

BY ERNEST S. BRADFORD

*New Rochelle, New York*

*This article summarizes and concludes Dr. Bradford's series on the manager cities he has visited.*    ::    ::    ::    ::    ::    ::

To those who have occasion to observe the various kinds of organization which Americans use to get things done, manager government for cities offers an interesting study. It is essentially similar to many other forms of organization. The business corporation, for example, operates under a form in which the stockholders choose a board of directors, which board in turn selects a president or manager, and some minor officials, after which the company executive usually selects most or all of his operating staff. The church organization, at least in many denominations, provides for the election of a board of trustees whose duty it is to care for the church's business affairs. The members of the fraternal order, the neighborhood or civic or art association, or the manufacturers' or trade association each similarly elect by vote a board of directors or trustees which picks a professional secretary or other paid full-time executive to carry on under its general supervision. In some of these groups the rank and file of the membership frequently votes also for certain officials, but whenever technical or expert knowledge is par-

ticularly needed, the appointment of the executive is likely to be left to the board of directors. Running a city government is a job for one whose qualifications are more and more recognized as technical, and whose selection can be better made by a small group than by the entire mass of voters.

Success in all these forms of organization lies in providing a close relationship between the mass of members on the one hand and their elected board-of-policy-determination on the other, and again between this board and the executive or executives whom it picks to carry on the required lines of activity. The relationship between the body of members and the governing board may be said to be reasonably sound, flexible, and satisfactory, if the form of organization provided makes it easy for the members to select a competent board and to change its membership as occasion may require. If the form of organization permits the board to select, keep, change, fix the pay of and generally direct the managing executive, action is likely to be more prompt and satisfactory, and the lines of responsibility definite and clearly marked.

## EVILS OF THE PAST

The form of organization by which cities are governed has been complicated in the past by the connection between local and national political machinery. There has been also an over-emphasis on geographic districts in the election of the board of directors (council).

In the first instance, a pre-election has been provided, under which those who are enrolled under the banner of one or the other of the national parties vote for a nominee selected for them by a local caucus or party committee; frequently this is where the virtual election takes place. Afterward, in the final election, the candidates who have been picked by the party-committee-and-primary method are voted on, and one group or the other is elected. The city council and officials so elected are called Republican or Democratic, only because of the affiliation of one or the other of the local committees with the corresponding national party.

The strict limitation of candidates to district lines (wards) has insured representation of the *parts* of the city, without providing adequate consideration for the needs of the city as a whole. This roundabout and somewhat cumbersome method of electing the governing body of cities might still be in favor were it not for the abuses which have grown up under it. This is shown by the events which have led up to the adoption of the manager form in each of the cities which I visited. While differing in detail in each city, the story runs with a rough uniformity something like this:

## THE CYCLE OF MUNICIPAL POLITICS

A local political organization, having gained popular favor through its superior leadership, broader civic out-

look, cleaner government, or for some other reason, becomes well entrenched in the city, sure of itself, over-confident, and careless. Control gradually passes from the older leaders into the hands of weak, selfish or unscrupulous men, whose motto is no longer "public office is a trust," but "public office is a chance to get something out of the city." More and more of the city's business is turned over to those whose principal purpose is to make a profit for themselves out of it. Taxes are not too evenly assessed; contracts are let to political favorites at an added cost to the taxpayers. When an inside "ring" thus gains control of the municipal business, it is an easy step from general slackness at the city hall to inefficiency and rank extravagance, and in the larger cities, to graft and corruption.

Then some shameless flouting of public opinion or some rank raid on the city treasury—in the more wide-awake cities it does not get so far—shocks the taxpayers and starts the upheaval. The first charges are not believed—is this not our good old political crowd!—but, as one item after another comes to light, the public is aroused and demands a change at the next election. The voters turn the existing administration out, and put the other party in. To their astonishment they find conditions under the new party régime far from satisfactory, and they begin to realize that a more fundamental change must be made. Some thoughtful citizens, hearing of the results in other cities, propose a new charter providing for nonpartisan elections for councilmen, and an appointed manager, full-time, experienced and paid. A "reform" organization is effected, and a fierce battle follows. If the insurgents are courageous, command public confidence and are well led, the new charter is finally adopted.



Then the old dominant political group, realizing that under the new régime there will be no "plums" to hand out to the "boys," turns fiercely and tries to make the charter of no effect by electing their own candidates to the new council, which will have the selection of a manager whom they hope to control. A second battle follows, and if the new-charter crowd works hard enough and intelligently enough, it succeeds in electing a new type of council, free from obligations to the party bosses, broad-minded and far-sighted enough to look ahead in the city's interest. These men pick from a considerable field a capable manager, who remains for some years. He works closely with the council to give the city improved government. After a period during which the city's business has been well managed, new standards of excellence are set and in time become so firmly established that they do not slide back to former low levels even under a mediocre administration.

But always there is need of alert and fearless men to call attention to the lapses or losses which are likely to come, and to offer constructive suggestions for improvement. In many of these cases a bold editor or an independent civic club has been a great asset to the community.

#### MANAGER PLAN PROVES SUPERIOR

The reason for the general change that is taking place from mayor-council to manager government is that the latter has been found to work better. Evidence on this point is conclusive. Every impartial investigator brings back a substantially similar story from the cities which he has visited. While each city differs somewhat from every other in the exact steps taken to improve its government, the general results are the

same. "Better municipal service for the same money" is the verdict. The game is played better in the council-manager cities.

And when one asks, "Why is the game played better?" one finds that the answer is twofold: first, there is a better set of rules under which the game is played; and second, there is a new and better group of players.

The new charter changes the rules of the game, calling the attention of the public first to the old truth that public office is a public trust and not a private preserve. This is what cheers the patient taxpayer; at the same time it rouses the fierce opposition of those who have played politics successfully under the old rules. The politician, with his well-organized machine, expects to pay his captains, lieutenants, and privates for their work in getting out the votes with more or less lucrative city jobs. Under this situation, they give allegiance to the party organization first, and to the city afterward. But under the new charter, candidates are nominated by the petitions of a certain number of citizens. This makes it difficult for the party committee or caucus to pick the candidate, for anyone else may run, and there is not even the party name or emblem on the ballot by which to steer the ignorant or uninformed to the blanket ticket. More than that, there are so few names on the new ballot that the voter can remember who they are without their being tied together by party name or symbol. Local issues are thus separated from national and state matters, although national and state party lines continue as before.

#### HIGHER TYPE OF OFFICIAL

And with the new rules have come in a new and better set of players. The evidence is overwhelming that the new councilmen are better than the

old — less partisan, of broader gauge — and they stay longer in office, thus giving their city the benefit of their longer experience. Also, the trained city manager is usually superior to the old-time mayor in looking after the needs of the city as a whole. Why should he not be? He is a full-time man, better paid, experienced in municipal affairs, free to pick his own assistants, and anxious to make a good record.

The manager charters provide a better form of business organization for the city—simple enough for the stockholders (voters) to grasp readily, and under which it is easier for them to pick high-grade directors, and through them, a competent city executive. The line of responsibility from top to bottom is also clear and strait—department heads responsible to the manager, manager to council, council

to voters, and every voter voting for every member of the council.

Just as a better set of rules makes it easier for the players to play a good game, so the manager charter provides a better framework of government, simpler, more easily worked, freer from party entanglements. But no form of itself *insures* better government. The better form of organization affords only the *opportunity* for better government. If the voters desire a helpful and responsive and reasonably efficient city government and are willing to work for it, the answer is, that it is easier to secure it under the manager form, according to the experience of Cincinnati and Grand Rapids and Norfolk and Kenosha and Newburgh, and other cities of Virginia, New York, Wisconsin, Michigan, and Florida.

## THE INSTITUTE OF PUBLIC ADMINISTRATION

BY CLINTON ROGERS WOODRUFF

*Honorary Secretary, National Municipal League*

*The high calibre of the British Civil Service is exemplified in their Institute of Public Administration, of which there is no counterpart in the United States.*    ::    ::    ::    ::    ::    ::    ::

GOVERNMENT administration, or public administration as they call it, has reached a far higher standard of development and perfection of technique in Great Britain than in America. This is demonstrated in many ways, not the least important of which is "The Institute of Public Administration," of which the Rt. Hon. Viscount Haldane, O.M., was president until his death. The Institute exists for the development of the public services as professions, and the study of all aspects of

public administration both in Great Britain and other countries.

In the pursuance of these ends the Institute endeavors to maintain high ideals and traditions in the public services and to promote the professional interests of public servants; as well as to study the vocational or professional practice of public administration, the machinery necessary for its efficient day-by-day practice, the historical, economic, and political sciences in their relation to public administra-



tion, and constitutional law and practice.

It also facilitates the exchange of information and thought on administration and related questions, with a view to the increased efficiency of the public services, and to the creation of a well-informed public opinion; to develop the technique of administration and to give expression to the considered view of these services on questions of public duty and professional etiquette. It serves likewise to promote cordial relations between the members of different branches of the services, and to encourage interest in their profession. It maintains central headquarters with suitable committee rooms, library and other amenities for study and social intercourse, in the Palace Chambers, Westminster, London, just off the Westminster Bridge.

It fulfills these ends admirably by means of lectures and publications as to the functions, aims and utility of the services, especially through its quarterly journal, *Public Administration*.

In addition to the central headquarters in London there are regional groups in Birmingham, Bristol, Carlisle, East Anglia, East Midlands (Nottingham), Edinburgh, Glasgow, Hull, Leeds, Liverpool, Manchester, Newcastle, Sheffield, and South Africa.

Not only the central headquarters but also the regional groups undertake highly important studies of difficult problems, representing deep research and scholarship which form substantial contributions. There is a winter meeting of the Institute in London, and a summer one, usually at Oxford or Cambridge. The one at which I was present several years ago in Oxford was attended by a distinguished group of public servants representing both the imperial and municipal services and was presided over by Sir Henry Bunbury,

K.C.B., a man of remarkable ability and insight. The course followed was highly interesting and productive of high-grade discussion. For each session there were two papers prepared and distributed well in advance so that there was ample opportunity to read and digest them. The authors of the papers sat one on either side of the chairman, who opened the session with some thoughtful observations and then threw the discussion open to those present. At the end of about two hours, the authors of the papers, who had at all times been ready to answer questions, were given an opportunity to close, answering objections and further illuminating their arguments and conclusions.

At Oxford the sessions were held in the historic dining hall of Balliol, where we also had luncheon and dinner, thereby adding to the social opportunities, as did the library and reading rooms, and the lovely gardens which were freely and generously placed at our disposal. In passing I might mention that a part of the meals was some good English beer served by the college authorities!

Dr. I. G. Gibbon, well known among American students of municipal government, said that in contrasting the position in England with that in the United States, we had to remember the very different conditions. As to their own position, he did not think anybody could be very well satisfied at present. A great deal more was desired in collecting and disseminating information in a form that could be readily understood. It was really lamentable that the enormous wealth of information which came to government departments was not made available for local bodies. He did not blame the departments for that. Neither from the general public nor from the local authorities as a whole was there

any demand or general appreciation that there was scope for an enormous amount of very useful service.

It is a wholesome and significant fact to note that the British are by no means satisfied with what they have

accomplished. They are constantly seeking to improve their technique while they constantly express their desire for improvement. The British do not criticize merely for the sake of criticism. They truly desire improvement.

## THE TAXPAYERS' MOVEMENT IN EUROPE

BY DR. GÜNTHER SCHMÖLDERS, *Berlin*

Translated by Laura Stiehl, *National Institute of Public Administration*

*The taxpayers' movement in Europe presents strong contrast to similar efforts in the United States. Experience abroad offers suggestions for us.* :: :: :: :: :: :: :: :: :: :: :: ::

SINCE the war, special associations of taxpayers have been formed in several European countries. These associations have made it their problem to supervise the management of expenditures by the civil authorities and administrative departments, and to co-operate, with the help of experience and knowledge gained from private business, in improving the economic structure of the national and local administrations. Every parliament-governed democracy tends, under the pressure of political demands, to extend and enlarge permanently the spheres of its activity, and thereby, the scope of its administration. Those who suffer from this tendency in the end are the taxpayers, who consequently band themselves together to bring about a reduction of the state's expenditures to the irreducible minimum, and at the same time to lighten the tax burden resting on their shoulders.

In the United States this movement may be reviewed today after twenty-five years of existence; in Europe, up to the present time, only Sweden, Great Britain, Denmark, Norway, and Finland can boast of special taxpayers' movements. If one considers them

entirely apart from their differing relative numerical significance, these taxpayers' associations show distinct divergences among themselves according to the sphere of their duties and their organization.

At the present time, the European taxpayers' associations present three different types, each of which in its own way has been able to gain strength in the different countries, and each of which strives toward the same general goal in a different way:

1. Advice to taxpayers in tax problems, assistance in taxation suits, direction toward possibilities of economy in taxation under the existing tax laws. (Great Britain)
2. Influencing tax legislation by political means, taking sides for or against certain political parties and candidates, and election propaganda. (Denmark, Norway)
3. Examination of the national and municipal budgets for possibilities of saving, control of the management of public expenditures systems, and coöperation toward as high an efficiency of public administration as possible. (Sweden, Finland)

### THE BRITISH TAXPAYERS' SOCIETY

The Income Taxpayers' Society in Great Britain was founded in 1922 by a group of prominent taxpayers and



business people, originally for the same purpose which the taxpayers' associations of other countries (especially Sweden) have made their exclusive problem—namely, to limit state expenditures and thereby to make possible tax reduction. Lord Inchcape first took over the presidency of the association, but after a few months the direction of the work was entrusted to Lord Decies, who has filled this position ever since. The task of the newly founded organization was formulated by Lord Decies in the first number of the journal, *The Income Taxpayer*, as follows:

I should like to say that the society is in no wise political and is not antagonistic to the government. But it does feel that it must watch most carefully the interests of all taxpayers and see that injustices and hardships are not put upon them, which can only be remedied through parliamentary legislation, or by publicity in the press. No good government can object to just and fair criticism.

The English form of the taxpayers' movement is limited to the income taxpayers, which group, because of the comparatively high exemption limit, comprises only those possessed of some means. Based on the peculiarity of the English income tax, whose rate is fixed anew by Parliament each year, the action of the association does not aim toward the changing of the law, but only toward propaganda for the establishment of as low a yearly tax rate as possible. In consequence, the problem of carrying tax reductions through Parliament can be left without hesitation to the political parties as soon as the weapon of publicity has been sufficiently utilized. The control of the expenditure side of the English national budget, on the other hand, is of less importance than in other countries, because the division of the budget into a constant part, not subject to the disposition of Parliament each year,

and into a variable part to be balanced with the income tax revenue, brings the connection between expenditures and the tax burden extraordinarily clearly before the eyes of every taxpayer.

A special "expert department" was soon created, which placed its services at the disposal of those members oppressed by tax difficulties, and the membership of the association began to grow rapidly. Still, of the two million income taxpayers of Great Britain, at present only a few thousand are organized into this association, which has remained the only one of its kind. Although zealous propaganda should stimulate joining it, the English association does not possess anything like the same significance as the Swedish, which, with over forty thousand members, numbers approximately ten per cent of the entire population.

#### POLITICAL MOVEMENT IN NORWAY AND DENMARK

In Norway the political form of the taxpayers' movement developed contrary to the original intentions of the founders and led to a complete failure there. This form still exists in Denmark, however. In both countries the movement was limited by special political conditions, especially by the preponderance of the extreme socialist and communist parties.

In Norway, especially, the bureaucracy was so politicized through party régime that the practical work of the taxpayers' movement was rendered extraordinarily difficult and finally completely impossible. On the other hand, the Danish organization by undertaking the tax problems of individuals, as in England, particularly through rendering advice and help in tax difficulties, and through skillful tacking in the navigable waters of the party rising in opposition to the socialists, understood how to hold its mem-

bers and to provide the movement with a certain resonance. The *Dansk Skatteborgerforening* was founded in the fall of 1921 on the pattern of the Swedish organization and now has a membership of about seventeen thousand, whose composition, however, changes markedly with the advocacy of the association for or against certain kinds of taxes or state measures.

#### SWEDEN

Up to the present time the Swedish form of the taxpayers' movement, which has achieved real coöperation in the reduction of state finances, has attained by far the greatest importance of the three forms cited. The Swedish *Skattelbetalarnes Forening* was founded in the beginning of 1921 by the prominent bank director, Marcus Wallenberg, and supported by adequate means grew rapidly in a short time. It was not without practical influence on the condition of the state finances. Its conscious restraint from any political attitude may have contributed not a little toward this result. Recently, however, the association actually seems to have veered toward a friendliness with the originally hostile Social Democrats.

Nevertheless, just as in Denmark, the idea of a peaceful settlement of class antagonism remains in the first place on the program of the association. Of far more decisive significance in the success attained in Sweden, however, has been without doubt the unbiased thoroughness and expertness of the proposals for economy worked out by the association. These have withstood all criticism and in a few years have given the association the consequence of an objective, scientific, research organ. Thus the association has been enabled to wield great influence over the entire provincial press and a large part of the metropolitan papers. The

leaders written in the office of the association on questions of public finance are printed today in innumerable papers as the expression of opinion of the editorial staff, and so prepare the ground, in invisible but effective ways, for reforms favorable to economy.

#### WAYS AND MEANS

To be sure, the activity of the Swedish taxpayers' association is greatly facilitated by a specific Swedish condition in the form of a constitutional principle that the entire national and municipal administrations may become "publicly" managed, and that every citizen must be guaranteed the right to examine any official document he desires. This unprecedented privilege of the Swedish taxpayer makes possible a thorough and expert investigation of the entire administrative activity of the nation and the communities. It also aids in carrying out to a greater degree than in any other land, definitely outlined proposals for a more economical structure of state affairs. Without threatening "publicity," the Swedish association can send its scientifically trained officials to study any magistrate's office it may desire, and these officials possess the unlimited right to publish copies of all state documents. In consequence, the administration is compelled, if not to concur in the proposals of the association, at least to consider them, as it alone must assume responsibility for the measures taken, not only before parliament but also in the face of this vast publicity.

The different financial systems and organizations of these European taxpayers' associations correspond to the different methods by which they strive toward the same goal. Those associations which promise their members direct economic advantages, through achieving taxation economies or through lowering certain inconvenient



taxes by political means, can finance their work by means of contributions from members and special fees for services rendered. So the Income Taxpayers' Society in Great Britain raises a minimum contribution of ten shillings for individual members and one guinea for firms. Fees charged for the enjoyment of the expert department are a considerable addition to revenue. Similarly, to quote a further example, the Taxpayers' Association of Victoria, Melbourne, Australia, (patterned after the English model) charges all members dues of one guinea. In Denmark, on the other hand, the financing is done chiefly by means of soliciting contributions, when about to undertake a special piece of work and propaganda against a certain tax, from those branches of industry and those people mainly affected by it.

The Swedish association was built up from the beginning on pledged donations by those branches of trade and industry which were interested in general in its work. These pledges were made in order that the association could plan its work ahead, and could thus effectively, in careful and foresighted ways, influence public opinion. Not until later when the membership began to climb did the amount raised by dues (the yearly fee including subscription to the paper amounted to only five *Kronen*, or about \$1.30) become equal in significance to these guaranteed sums from the industrial and the banking worlds. By spreading the financial burden over a large number of business firms and individual persons, it was made impossible for any single individual or firm to become unduly influential. On the other hand, in Denmark the financing has many times led to a very one-sided and politically dangerous partisan attitude through such influence.

#### LOCAL BRANCHES

The organization of the work of the taxpayers' association in Denmark (and similarly that of the Australian association cited) is based on the principle of decentralization, which has shown itself to be most suited to the pursuit of many-sided, single interests. A number of local associations have been organized and frequently work in close coöperation. However, friction is not always absent. In Great Britain, where the problems of the association are limited to advice to the income taxpayers, a complete centralization of all activities in London was possible. Moreover, as the income tax in all districts is raised in the same manner, local problems do not appear. In Sweden after several attempts with local branches, the association has likewise gone over decidedly to a complete centralization of its task of extensive scientific and journalistic work. It found that the attempts of the local branches, often with inadequate means, to influence individual local administrations, or even to work out positive proposals for economy, did not advance the movement, but rather threatened to discredit it. The entire scientific and journalistic activity of the Swedish taxpayers' organization today is concentrated in the hands of leaders trained in the problems which are met.

On the whole it may be said, that wherever the advancement of single interests is paramount, a certain decentralization corresponding to the problems connected with the locality has taken place. But the scientific examination of questions of budget and economy demands as much centralization and concentration as possible.

# THE PROSPECT UNION EDUCATIONAL EXCHANGE

BY ZELDA LIONS

*A pioneer in workers' education, the Prospect Union now finds its greatest service in acting as an advisory bureau to adults seeking to continue their education while at work on a job.    ::    ::    ::*

THE Prospect Union Educational Exchange of Cambridge is a philanthropic agency, the purpose of which is the encouragement of education for working men and women. The Exchange offers educational advice, vocational counselling, and serves as a clearing house of educational opportunities in Greater Boston, providing information concerning schools and courses of instruction. Another important phase of its work is protection against fraudulent and incompetent schools. Since its establishment in 1923, over six thousand clients have been served from its office, and an unknown number of persons have referred to the catalog, "Educational Opportunities of Greater Boston," a copy of which is placed in public libraries and information desks throughout the country.

The educational information bureau is a comparatively new service of the Prospect Union Association, whose usefulness to the community began nearly forty years ago. Its history is interesting. Quoting from an article written by Professor Francis Greenwood Peabody for the Harvard Alumni Bulletin, in 1923:

## A PIONEER IN WORKERS' EDUCATION

The name of the Prospect Union will recall pleasant memories to many Harvard graduates, and they may be interested to know what has happened and is likely to happen to the work in which they have so generously taken part.

For more than thirty years this evening school

has been a meeting place of Harvard students with the wage-earners of Cambridge, the one group coming as enthusiastic teachers and the other as responsive pupils. It was organized in the belief that education at Harvard was a privilege to be transmitted as well as a gift to be accepted, and that it might be equally blessed to give and to receive. The beginnings of the scheme were of the most modest character. A young minister in a Mission Chapel at Cambridgeport, during the years 1891-1892, was reinforcing his usefulness by taking some Harvard courses, and it occurred to him that a few of his fellow-students might help him by bringing what they had learned in their college work to the working men of the "Lower Port." The plan was so warmly welcomed on both sides, and the example of the leader so contagious, that rooms were rented in a Cambridgeport tavern called the Prospect House, and later the old City Hall was taken over and an adequate plant secured. Thus the name is a mere survival of the first primitive lodging of the Union, and has had the advantage of a vague suggestion of hope and progress, without carrying any specific significance. . . .

By degrees, however, the field of evening instruction in which the Prospect Union was a pioneer was entered by many other agencies, some of them much better equipped and more adequately endowed. Technical schools, like the Wentworth Institute and the Franklin Union; classes in the Young Men's Christian Association and the Young Women's Christian Association; evening classes maintained by the city; University Extension courses, and many other provisions for the education of working-men, offered facilities which it was difficult to equal; while the building of the Cambridge subway made the evening classes of Greater Boston easily accessible to Cambridge men. Under these conditions the membership of the Union de-



clined, and its classes became less commanding in their interest. In short, the movement of public opinion had caught up with the plan which the Prospect Union represented, and it was time for that organization to strike out into something new. No test of progress is more satisfactory than this discovery that what was begun as a novel venture has become an essential part of municipal life. The city, the University, and the endowed technical schools, are now accomplishing on a large scale what the Prospect Union in its modest enterprise represented for thirty years.

Confronted by this change in public sentiment, the Prospect Union corporation has now shifted its plans to a new undertaking. . . .

#### ADVISER ON EDUCATIONAL OPPORTUNITIES

Prospect Union Trustees therefore ask themselves what a young man, proposing to improve his mind or technical skill, as the Prospect Union was designed to help him, most needs as he looks about him for opportunities of instruction. The answer seems to be that he needs information concerning the many agencies which have now entered this field. . . .

On the basis of this distributive information, the Prospect Union Trustees will maintain, from September 1, 1923, a central office, and a salaried agent from whom more detailed advice and personal encouragement may be received. This agent, will, still further, visit, so far as practicable, among graduating classes at high schools, in factories, and in trades unions, as a kind of educational missionary, promoting advanced study and advising ambitious scholars. In short, instead of the limited operations of a single evening school, such as the Prospect Union undertook to be, there will be substituted an advisory relation with all the educational opportunities which Greater Boston now so lavishly provides; and in this novel enterprise, undertaken within the special area of Cambridge, but applicable to any community, the Trustees hope for the approval and encouragement of the friends of the Prospect Union.

#### HOW THE EXCHANGE OPERATES

When the agent had completed the survey of the schools, and had selected those agencies which are adaptable to the educational needs of working men

and women, and had satisfied himself as to the evidence of ability to teach the subjects offered, the training of instructors, apparatus and equipment, library facilities, sanitation and lighting, and financial integrity, study was made of the courses they offer, and a filing system was established. A uniform method of listing the schools and their courses was worked out, and an effort was made to print the information in as simple a manner as possible. The name of the school, its address and telephone number, the nature of instruction offered, fees, the hours of meeting, and the time for enrollment; in listing the courses, the name, fee and hour of meeting are included in concise form. The Exchange publishes yearly a list of about 150 schools offering 2,500 courses in 575 subjects which are understood to be open to working men and women regardless of previous education. (College-grade courses are not included in the catalog, but are listed in our files.)

The booklet, "Educational Opportunities of Greater Boston," is distributed to personnel and office managers, social service workers, ministers, probation officers, school department heads, information desks and all public libraries. Record of persons assisted in securing educational information from these sources is, of course, unavailable. The Prospect Union Educational Exchange served directly (persons who have written or telephoned or visited this office) 6,187 clients from September, 1923, to November, 1929. Every client who visits the Exchange is given a personal, private interview by the director, who applies, to the best of his ability, case-work principles and vocational counselling. Effort is made to ascertain the real problem of the individual and to solve it in the best possible way.

Recently a young woman came to

this office for advice. She was generally discouraged, and exceedingly restless. She had a good position as stenographer in government work, earned a good salary, was contributing to the support of her family, and had been working in the same place for five years. She said that she had liked the work until now, but that it suddenly became uninteresting, and she wanted to make a change. She confided that she would like to become a writer, but that she realized that the road to remuneration in that field is a long, difficult one, and earning her livelihood was a necessity. Questioning resulted in discovering that her evenings were spent in playing bridge with her friends, visiting, and going to the "movies." She was tired of talking about clothes evening after evening, and she didn't like to play bridge, and played only for sociability's sake. We found a course in advanced composition, offered in the evening, in which she has enrolled. She is required to write a thousand words a week, and reports from her instructors are very encouraging. She came back to tell us that her work is interesting again, that she spends most of her evenings reading good books, and that everything around her seems to have taken on new life. We have made a friend of the girl, and she has come to see us often, and we have spent several enjoyable evenings in discussing books and plays and music.

The social service agencies and the chambers of commerce in Boston and vicinity refer to the Exchange for educational advice constantly.

#### SCHOOLS AND PRESS COÖPERATE

Mention should be made of the fact that some schools coöperate with the Educational Exchange when planning extension of curriculum. This office has a close touch on the demand of the

community. A notable example of this occurred in the second year of the Exchange. There had been a considerable demand for high-school courses on the part of men and women. Of course, the public schools offered these courses, but at that time no public evening high school was preparing for the college entrance examinations.

Here was a gap in the system. Some study was made as to the best methods of instruction, a careful statistical review was drawn up, showing the demand, and both were submitted to the Boston Young Men's Christian Union, a non-profit-making welfare agency. This resulted in the establishment of a new school, "The School for Supervised Study," which is unique in service to students since it offers the use of a study hall, with the privilege of consulting with a supervisor, for persons who are studying by themselves, or taking correspondence courses or class instruction, and find that they are unable to secure as thorough or rapid progress as desirable. Statistics from the School for Supervised Study show that about 50 per cent are studying for college entrance examinations. The school is open from 10 A. M. to 10 P. M.

The following fall the Boston School Department opened the English High School for the first time, offering evening courses in college preparation. The demand has been uncovered; the result is that hundreds of men and women, many late in life, are now getting a high-school diploma, whether they wish to go to a university or not.

The Prospect Union Educational Exchange is anxious to offer its services to as many people as possible. In this respect the press of Greater Boston has been extraordinarily coöperative, since they have published notices of our work, and have written several edi-



torials to inform their readers of the available assistance offered by the Exchange. We charge no fee to either

the client or the schools listed in our booklet. The Exchange is supported by endowment.

## SIGNS OF PROGRESS IN COUNTY GOVERNMENT

### NATIONAL MUNICIPAL LEAGUE MODEL LAW WILL AID SPREAD OF MANAGER PLAN

BY PAUL W. WAGER

*University of North Carolina*

AND

HOWARD P. JONES

*National Municipal League*

*Where given fair trial in North Carolina and Virginia, the county manager plan has cut governmental costs and improved public service. This article is a companion piece to the Model County Manager Law published as a supplement to this issue. :: :: :: :: :: ::*

WITH the Model County Manager Law drafted by the county government committee of the National Municipal League now off the press, the time seems ripe for a charting of position.

Just what progress has been made so far?

Where is the plan now in operation?

Where can it be adopted without constitutional amendment—that bogey of reformers?

Where can it be adopted without special legislation? And so on and so forth almost *ad infinitum*.

There has been talk for years about the manager plan for counties. Action has been slow, for a number of reasons, chief of which is the fact that the county is the last retreat trench of political bossism. Lack of a carefully worked-out plan has also retarded progress.

#### TEN MANAGER COUNTIES

At present there are ten counties whose executives may be said to have

attained the status of managers. None, however, is of the full-fledged, dyed-in-the-wool variety contemplated by the term "county manager plan." The latter has yet to be adopted *in toto*. The following counties, however, have come close enough to it to give some idea as to the practicability and effectiveness of the working principle of the plan:

Alamance County, N. C.  
Cleveland County, N. C.  
Davidson County, N. C.<sup>1</sup>  
Guilford County, N. C.  
Robeson County, N. C.  
Albemarle County, Va.  
Arlington County, Va.  
Augusta County, Va.  
Fairfax County, Va.  
Pittsylvania County, Va.

The results achieved in each case will be discussed briefly later in this article. First, let us consider the need for such an official in solving the county problem.

<sup>1</sup> Abandoned plan 1929. See p. 545.

## NO COÖRDINATING OFFICER

Opinions of those close to matters of local government throughout the country seem to agree that the need is great. Tabulated results of a questionnaire sent out by the committee on county government of the National Municipal League show that in a great majority of the states there is no county official who might be termed a chief coördinating officer. The need for a stronger county executive is widely felt, if the views of the correspondents may be taken as typical of the territory in which they reside.

Could this executive be the county clerk or the clerk of the board? The clerk appears most nearly to approximate a county coördinating officer. In several states the county clerk is ex officio clerk of the board.

In most of the states, the duties of the clerk of the board seem to be confined to those of a secretarial nature. In several, however, he has been given other duties which add to his status and usefulness. In Massachusetts he is a legal adviser. In some of the counties of Nebraska, Minnesota, Iowa, Utah, Idaho, and Georgia he has been made purchasing agent for the board. He has fiscal duties in Illinois, Michigan, Missouri, Arkansas, South Dakota, Oklahoma, Virginia, North Carolina, Georgia, and probably other states. Perhaps in no instance, however, can he be considered an executive agent in the fullest sense. He does not have authority to act for the board except in a limited way, and if he is an ex officio clerk, presumably he does not have the time. There seems to be some evidence, however, that the county auditor in Iowa, Minnesota, and certain other mid-western states often develops into a very useful officer. On the other hand, the office is elective and there is no certainty that a competent

person will always be elected. Generally speaking, the county boards everywhere are without a clerk who approaches the stature of an executive agent. Occasionally a clerk of exceptional ability has risen to this position in practice by transcending his legal powers, but this is the rare case. Apparently, if we look to an elective or ex officio clerk, we shall look in vain, but an appointed clerk may evolve in some instances into a manager.

One difficulty in reaching any sort of satisfactory generalization is the really amazing variation in the titles and functions of county officers of different states, as well as the variation that frequently exists between counties of the same state.

## THE CONSTITUTIONAL SITUATION

Ascertainment of the exact local facts in each case, however, is of less importance than the discovery of what may legally be done to improve the situation. This brings to the fore the constitutional obstructions faced by any movement to improve county government. In many states, county officials are fortified by being specifically provided for in the constitution. An amendment, therefore, would be necessary to change the county governmental structure in these states.

Nebraska is the only state in the union which has no constitutional provisions concerning county government.

In four other states—California, Maryland, Montana, and Virginia—the constitution has been amended to permit the legislature to alter the form of county government or to provide for optional forms. Louisiana's constitution of 1921 also contains a similar provision. There are, perhaps, no other states which are entirely free from constitutional limitations. But there are certainly a number of other



states in which the constitutional provisions touch only a few offices and thus are not a serious obstruction in the way of reorganization. For instance, in Iowa, the only constitutional officer is the county attorney; in Oklahoma, there is none except the county judge and the justices of the peace; and in North Carolina, none except the justices of the peace, the sheriff, the coroner, and the clerk of the superior court. These judicial and court officers are not strictly a part of the county organization, hence their presence need not prevent the adoption of the county manager plan.

According to the questionnaire replies from Wisconsin, Nebraska, and Georgia, only an enabling act by the legislature would be necessary to effect a change in county government in those states. Those who answered the questionnaire from Maine, New Hampshire, New Mexico, North Dakota, South Dakota and Wyoming also expressed the opinion that there were no serious constitutional difficulties to be overcome in their respective states.

#### WIDESPREAD AGITATION

Agitation for improvement in county government is becoming widespread. Movements are under way in Alabama, California, Florida, Georgia, Iowa, Kansas, Mississippi, Missouri, North Dakota, Ohio, Oklahoma, Oregon, and South Carolina. Indiana and Colorado may have constitutional conventions in 1930 or 1931. If so, the problem of county government unquestionably will be taken up.

A number of specific though fruitless efforts to adopt the manager plan also should be mentioned.

California has paved the way for county managers to the extent that it permits any county to form and adopt a special charter. A charter providing for a county manager, however, was

rejected by the voters of San Diego County in 1917 and again in 1923.<sup>1</sup> The Alameda charter ratified in 1927 did not provide for a county manager. A county manager charter also was defeated by a small margin in Sacramento County in 1922.<sup>2</sup>

Baltimore County, Maryland, drafted a thoroughgoing county manager charter in 1920, but the voters turned it down.<sup>3</sup>

An effort was made at the last session of the Oregon legislature to provide for a constitutional amendment making it possible to adopt the county manager plan, but the resolution failed of adoption.

An amendment resolution was also introduced in the last session of the Ohio general assembly, to permit the incorporation of counties under a charter of local preparation, but it, too, was defeated.

The movement for improvement in county government in Ohio contains much promise. Charles P. Taft II, of Cincinnati, is chairman of a subcommittee of the Ohio State Chamber of Commerce, which has drafted a tentative joint resolution proposing a county home rule amendment to the Ohio state constitution, for submission to the next session of the legislature. Others who worked with Mr. Taft in drawing up the resolution included Dr. S. Gale Lowrie and Emmett L. Bennett of the University of Cincinnati, and C. A. Dyer of the Ohio State Grange and Ohio Farm Bureau Corporation, Columbus, Ohio.

<sup>1</sup> "Politicians Win Again in San Diego County," by Charles Hoopes. *NATIONAL MUNICIPAL REVIEW*, Vol. XII, p. 345. (July, 1923).

<sup>2</sup> "County Manager Charter Defeated in Sacramento," by Irvin Engler. *NATIONAL MUNICIPAL REVIEW*, Vol. XI, p. 309. (Oct., 1922).

<sup>3</sup> "A County Manager Charter in Maryland," by H. W. Dodds. *NATIONAL MUNICIPAL REVIEW*, Vol. IX, p. 504. (August, 1920).

The amendment as proposed would not only permit the individual county to determine its form of government—important and sweeping a change as that is. It would go a step further and strike at a solution to the whole problem of local government by permitting townships or municipalities within the borders of a county to abrogate to the county any or all powers which they now possess.

Montana removed all constitutional obstructions in the way of the adoption of the county manager plan in 1922, but an effort to consolidate Butte and Silver Bow County under a managerial form of government failed of ratification by the people.

New York's constitution was finally amended to permit the reorganization of county government in Nassau and Westchester counties, but no plan yet proposed has met with popular approval. Governor Roosevelt is advocating thoroughgoing reform in town and county administrative structure.

An excellent bill providing for the adoption of the county manager form of government was introduced in the 1929 session of the Oklahoma legislature, but it was killed in committee.

The most advanced steps in the direction of the county manager have been taken in North Carolina and Virginia.

#### COUNTY MANAGERS IN NORTH CAROLINA<sup>1</sup>

North Carolina counties for some years have been tending in the direc-

tion of government by manager. This development has taken two separate courses. In some counties the chairman of the board has been expanded into a virtual manager spending full time on the job. In other counties, the auditor or accountant has become the most important executive.

In both instances, however, the increased authority of these officers has emerged through the effort to supply a stronger executive or at least some administrative headship, upon which responsibility could be centered. Either officer, or the combination of the two found in some counties, is a step forward, supplying more unity and continuity in the conduct of county affairs. Neither may supply the technical quality which is needed and both are hampered by the presence of several elective officers who may refuse to be coöperative. Nevertheless, the value of an even greater degree of coördination has been demonstrated, and has led in five cases to the appointment of a manager in name if not in fact.

North Carolina, it should be noted, by a constitutional amendment in 1875 authorized the general assembly to alter or abolish most of the provisions touching the county organization. This authority, however, did not extend over the court officers.

It was not until 1927, though, that North Carolina passed legislation which permitted a real test of the county manager plan to be made.<sup>2</sup>

North Carolina's action was the first blow on a wedge that seems likely to be driven deeper and deeper. Virginia followed with a second vigorous stroke. Reports from counties of both states which have adopted the

<sup>1</sup> See also "Improving County Government in North Carolina," by Paul W. Wager, *NATIONAL MUNICIPAL REVIEW*, January, 1929; "County Management," by Dr. Wylie Kilpatrick, University of Virginia, 1929, 48 pp.; "Making the County Automobile Run," by Howard P. Jones, *The American City*, October, 1929. A complete bibliography on county government may be obtained free of charge from the National Municipal League, 261 Broadway, New York City.

<sup>2</sup> For digest of this legislation, see "North Carolina to have Better County Government," by Paul W. Wager, *NATIONAL MUNICIPAL REVIEW*, August, 1927, pp. 519-526.



plan indicate satisfactory accomplishments. Costs of government have been lowered, businesslike methods introduced, and greater public service rendered.

There are four counties in North Carolina which are now operating under the county manager plan of government and one other which has had a manager. In three counties—Alamance, Guilford, and Cleveland—the managerial powers have been conferred upon a member of the board of commissioners. In the other two counties—Davidson and Robeson—the manager has been appointed by the board but not from among the membership of that body.

#### ALAMANCE COUNTY, N. C.

In 1925 a special act was passed by the general assembly providing that the chairman of the board of commissioners of Alamance County devote his entire time to the performance of certain enumerated duties. These included, in addition to those ordinarily imposed upon a chairman of the board, the following: (a) act as purchasing agent; (b) have, under his direct supervision, control and management of the building and maintenance of all county highways and bridges; (c) have general charge of all the finances of the county; (d) sign or countersign all vouchers; (e) act as tax supervisor; (f) have entire supervision of the county home, the jail, the workhouse, and all public property owned by the county except schoolhouses; and (g) with the approval of the county commissioners, employ and fix the compensation of all necessary superintendents, employees, and janitors necessary to superintend and keep and maintain said buildings and property.

The act went into effect March 1, 1923. It is difficult to appraise the significance of the managerial future in

Alamance. The county appears to be well administered. Some important financial reforms, however, are traceable to the accountant rather than the manager.

#### DAVIDSON COUNTY, N. C.

Davidson County was the first county in North Carolina to employ a county manager under the authority granted by the general statute of 1927. Furthermore, it was the first county to select a manager from outside the "courthouse ring." The first manager was chosen in 1927 from among the ranks of the county's outstanding business men, and so successful was he in putting county affairs upon a business basis that his achievements attracted nation-wide attention.

While figures do not tell the whole story, it is worth noting that the tax rate in Davidson County, which was \$1.25 per \$100 valuation under the old system, was lowered under the county manager to \$1.20 in 1927 and to \$1.17 in 1928. This reduction was accomplished by cutting the unit costs. Its significance may be further appreciated when it is known that Davidson County's current indebtedness was reduced in the same period by \$100,000. This, combined with prompt meeting of obligations, resulted in the county's credit rating being raised from C to A.<sup>1</sup>

In the election of November, 1928, the other party came into power in Davidson County, and the new board felt that the managership should be changed accordingly. Without casting any reflection upon the second manager, who was a very able man, one is compelled to believe that it was a mistake to change managers so early in the life of the experiment.

<sup>1</sup> See "Improving County Government in North Carolina," by Paul W. Wager. NATIONAL MUNICIPAL REVIEW, Vol. XVIII, pp. 8-15. (January, 1929).

The new manager was independent and aggressive, in fact rather enjoyed a fight. For ten years half of the road levy collected within the three incorporated towns of the county had been returned to these towns for street improvement purposes. The manager challenged this practice on the ground that it was an illegal diversion of county funds. Partly because of his championship of this issue, and partly because of faults of temperament, the manager soon lost the favor of his board and was asked to resign. This he refused to do, whereupon the office of manager was abolished. Thus Davidson County, after having given us the finest demonstration of the county manager plan that has yet been made, discarded it precipitately.

#### GUILFORD COUNTY, N. C.

The manager in Guilford County had been a member of the board of county commissioners for nine years. He was given managerial powers following the induction into office of a new board in December, 1928. The Guilford board has five members, one of whom has been made chairman, another manager, and a third, purchasing agent. The chairman devotes a considerable portion of his time to his office and receives a salary of \$1,800. The manager and the purchasing agent each devotes his whole time, and the salaries paid are \$5,850 and \$2,400 respectively.

In Guilford County the manager does not perform the duties of county accountant or of tax supervisor. These duties are performed, as they have been for many years, by the county auditor. There is the fullest coöperation, however, between the two offices.

An objection to the Guilford system is that administrative positions are given to members of the board. Most students of government feel that the county manager, like the city manager,

should be an independent official, hired by the board from within or without the county upon the basis of merit alone and without regard to his political affiliations.

#### CLEVELAND COUNTY, N. C.

One of the most successful experiments with the county manager form of government has been in Cleveland County. Following the passage of legislation in 1927 which recognized the manager plan of county government, the board of commissioners of Cleveland County elevated their chairman, who had served in that capacity for six or eight years and had proved himself an able executive, to the managership.

Here the manager is primarily an accountant. He issues vouchers, keeps the books of financial record, audits the other courthouse offices, and prepares the financial statements. To a limited extent the manager acts as purchasing agent. He is not tax supervisor, at least not officially so. He devotes his whole time to county work, for which he receives a salary of \$3,000 a year, and in addition his regular per diem as a commissioner.

#### ROBESON COUNTY, N. C.

The most recent adoption of the county manager plan is in Robeson County, where the plan went into operation May 1, 1929.

The appointment of a county manager in Robeson County was made mandatory by a public-local act enacted by the last general assembly. The commissioners were not particularly sympathetic with the idea, and hence were not disposed to engage a high-priced man. Two of the principal duties imposed upon the manager are to act as purchasing agent and to be custodian of all county property. Reports of the manager's work are very



favorable and the county seems to be pleased with the experiment.

COUNTY MANAGERS IN VIRGINIA  
ALBEMARLE COUNTY, VA.

The only county in Virginia which has a manager, both in name and fact, according to Dr. Wylie Kilpatrick,<sup>1</sup> is Albemarle County. The office has its origin in the enactment by the 1928 legislature of a general county road law which annulled eighty-five special road acts. The counties were directed to choose between three alternative forms of road management. The counties could (1) manage the roads directly by the board of supervisors, or (2) through a county engineer appointed by the board, or (3) through a county manager named by the board. The board of supervisors of a majority of the counties voted that the boards of supervisors should continue to manage the roads. In eighteen counties the boards preferred a county engineer whose work is strictly administration of the roads.

A single county, Albemarle, decided for a county manager, who, under the text of the law, "shall be a business man and a man well versed in practical road building, competent to supervise and maintain roads and bridges and to keep accurate accounts and records." Thus the manager, in addition to his road duties, prepares the budget for the county and road funds; purchases supplies and employs labor for roads and public works; and submits a monthly statement of county expenditures to the board. Although the law contemplates that he "shall be the executive officer of the county in all matters relating to roads, bridges, public works and business of the county,

except schools," the manager, in fact, is the county engineer to whom has been granted correlative fiscal powers because the county lacks an accountant or auditor. In Albemarle, the board renamed the county engineer as manager and instructed him to continue his past work and in the future to prepare the budget.

FAIRFAX COUNTY, VA.

In Fairfax County, the board re-appointed the former engineer and gave him the duties of preparing the budget, supervising the county buildings, and appointing the county policemen and road force, but did not bestow upon him the new title of manager.

ARLINGTON COUNTY, VA.

Anticipating the requirement of state law, Arlington County in April, 1928, appointed a directing engineer who neither is a road engineer nor county manager, although he exercises all the authority of the former and part of the power of the latter. Named by the board, he manages not only the roads and bridges, but the county public utilities including water and sewer systems. He is purchasing agent for these services, hires the labor, and keeps control accounts of expenditures. Although not called a manager, he is quite as near one as the Albemarle official who carries the title.

AUGUSTA COUNTY, VA.

In 1927 the Virginia legislature approved a special provision permitting Augusta County to depart from the customary practice of combining the two jobs of clerk to the circuit court and clerk to the board of supervisors in one official, the county clerk. The supervisors desired someone to look after the details of their growing business and to be on the job between meetings. The law read: "In the

<sup>1</sup> *County Management. A Review of Developing Plans of County Administration in Virginia and North Carolina*, by Dr. Wylie Kilpatrick. University of Virginia, 1929. 48 pp.

county of Augusta the board of supervisors shall have the power to elect for a term of two years someone other than the county clerk as clerk to their board. The board shall by proper resolution prescribe the duties of said clerk which shall be in addition to his duties prescribed by law."

The county supervisors did not seek a new man to fill the enlarged position but appointed the man who had been their clerk for ten years as well as deputy county clerk.

As a matter of fact, therefore, the title of county manager does not exist here. But the principle of the plan has been invoked, for the "clerk" is the executive agent of the board of supervisors. In the two and a half years which have elapsed since the appointment, he has proved his worth in making investigations for the board, in the preparation of a detailed monthly statement as well as a complete annual report, in keeping the fiscal accounts of all departments, in liquidating all floating indebtedness, in funding the long-term indebtedness at a lower rate of interest, and in reducing the tax rate without any contraction or curtailment of public service.

While the powers of this manager-clerk do not reach to authority over elective officials, he is in a position to correlate their work. Through a complete financial statement submitted monthly to the board, active administration of debts, and a thoroughgoing budget, he is able to provide a centralized financial control never before realized.

The figures are interesting. The county has regularly borrowed money at  $4\frac{3}{4}$  per cent, while its sinking funds are earning 6 per cent. At the end of the second year of manager-clerk régime, all debt had been wiped out except long-term bonds for the repayment of which provision was defi-

nite. During his first fiscal year, 1927-28, the debt was reduced \$57,665 in addition to the increase of the sinking fund. During 1929, a county debt of \$18,600 was absorbed, \$20,000 road notes paid off, and three minor obligations redeemed. And the debts were retired, it is significant to note, in the year following a decrease in the county and road tax rates that lowered taxes in all of the seven districts of the county.<sup>1</sup>

From 1923-24 to 1926-27, county expenditures jumped from \$550,579 to \$737,916. From this they dropped gradually to \$612,482 in 1929-30. Thus good management among other improvements actually saved the county \$125,334 in a three-year period when local governmental costs generally throughout the country were increasing!

#### PITTSYLVANIA COUNTY, VA.

Pittsylvania County has an "auditor-manager," who has been in office since 1926. His work as county auditor has resulted in the adoption of rigid budgetary control, a classification of expenses by office and object, centralized purchasing with all purchase orders routed through the auditor's office, more efficient administration of the debt service, and a reorganization of the road and welfare departments.

#### CONCLUSIONS

This series of sketches about county manager experiments reveals that in no instance has there been an application of the county manager plan in its fullest and best sense. In no instance has a manager been sought from outside the county and in only a few instances from outside the board. In no instance has the manager been given plenary powers and in no case has the appointment been entirely free from political influence.

<sup>1</sup> Wylie Kilpatrick, *op. cit.*



This hesitancy to break away from established practices is not at all surprising, nor is it altogether bad. While it prevents a clear-cut test of the new system, it does enable a county to make a venture which if successful may be pressed further and if unsuccessful does not condemn the system. Even where the experiment has been disappointing there seems to be no disposition to condemn the county manager plan, but rather a determination to select more wisely next time.

Such is the progress made to date in the direction of county management. It is to be anticipated that substantial impetus will be given the movement by the publication of the recommendations of the county government committee of the National Municipal League,<sup>1</sup> and the availability in convenient form of a proposed measure for submission to legislatures.

<sup>1</sup> See special supplement to this issue of the NATIONAL MUNICIPAL REVIEW.

## RECENT BOOKS REVIEWED

HOW BRITAIN IS GOVERNED. By Ramsay Muir. New York: Richard R. Smith, Inc., 1930. 333 pp.

It is a pleasure to welcome a new book by an experienced author issued by a young and enterprising publisher. Mr. Muir is well known to all American students of British politics and Mr. Smith through his long association with the Macmillan Company has a wide acquaintance among the readers of the country, which will doubtless be rapidly extended now that he has launched a concern of his own.

If there is anything typical in the world, Mr. Muir's volume may be called typically British. It is not heavily laden with the philosophical implications and scholarly apparatus common to German writings in this field. It takes a central theme and sticks close to it. Above all things it is practical, and truly presents, as the author indicates, "an independent, critical, and realistic view of the actual working of the British system of government." He puts aside accepted orthodoxies, time-honored theories, and tries to see things "as they actually are"—Ranke's philosophy by the way, so eloquently assailed by Croce. And as a result those who still linger in Bagehot's land of dreams will on completing the reading of this book rub their eyes and feel like Rip Van Winkle. In fact it seems that every rock-founded dogma expounded by the old school of constitutional historians is exploded. Were we not taught long ago that the supremacy of the House of Commons hangs on its control over the purse-strings? Mr. Muir calmly shows that "the control of the House of Commons over finance is even more unreal and perfunctory than its control over legislation." From this it is easy to imagine what happens to other cardinal points in our constitutional faith.

The grand divisions of the book indicate its general drift. Part I describes the government—its functions, the professional administrators and the bureaucracy, the prime minister and the cabinet, political parties and the party system. Part II deals with control on behalf of the people—elections to the House of Commons, the inner working of the House, the Second Chamber, and the operation of outside influences, including Mr. Lippman's phantom, public opinion.

What do we find under these heads? An enormous increase in the range and power of the bureaucracy, now the most potent influence, most ineffectually controlled. The growth of cabinet dictatorship. Increased rigidity in the party machine which reduces the Commons to a rubber stamp, putting an end to its grand deliberative functions. A distortion of the electoral system which, through the working of party machinery, deprives the Commons of a representative character and makes every campaign a gamble. The increasing incapacity of the House to perform its functions on account of excessive pressure of business, cabinet dictatorship, and faulty procedure. The reduction of the House of Lords to a position of humiliating impotence. The strength of organized interests exercising direct pressure upon and even control over the government, "which often pays greater deference to them than to Parliament."

After this realistic description, or rather mingled with it, are suggestions as to ways out of the muddle. Some of them deal with measures designed to restore Parliament to its historic position with respect to certain matters. Others run to the root of administration and explore the possibilities of "regional" and "functional" devolution—transferring large parts of governmental business to subordinate agencies (federalism) and to economic or group organizations.

Even from this brief and imperfect sketch it is evident that Mr. Muir has written an important book which American students who have got beyond "the separation of powers" in the primer will have to examine. If they feel like Alice in Wonderland while reading Bagehot, they will feel at home in these pages. Some noble lords of ancient title, if not lineage, will appear to them as real as Mr. Mellon, Mr. Vare, and Mr. Grundy.

CHARLES A. BEARD.



PUBLIC BORROWING. By Paul Studensky, Ph.D. New York: National Municipal League Monograph Series, 1930. 137 pp.

This study outlines in an effective and concise manner the fundamental weaknesses of the traditional policies pursued by our states and municipalities in the financing of their public im-



provements. Superficial theories and erroneous assumptions have too long controlled the use of public credit. An analysis of the trend of capital outlays in cities and states shows clearly that the major classes of expenditures for permanent improvements have tended to become continuous and annually recurrent. It is essentially on the basis of this condition that Dr. Studensky criticizes present methods and outlines his own plan for the use of public credit.

Legal restrictions, such as debt limits, are inadequate, because they are "*ex post facto* measures or penalties rather than preventives." While they prevent bankruptcies or defaults, they do not induce government authorities to follow a different financial policy from that to which they have become accustomed. Bond referenda have not resulted in a balanced financial policy, since in cities they have not stood in the way of an all-loan policy, and in some of the states they have prevented borrowing altogether for many years. The author favors the liberal use of loans only in undeveloped communities or in developed communities in times of business depression. He considers fundamentally unsound and unjust the theory that the term of the loan should, in each case, more or less equal the life of the improvement financed from the loan. The disadvantages of this traditional policy of long-term bonds are that it perpetuates the debt, since the property created with the aid of the loan is consumed when the debt is amortized; that it bars the accumulation of wealth, because the government could not possibly create or acquire property in excess of its borrowing capacity, and the costs of the total property created or acquired are at all times offset by an equal amount of indebtedness; that it bears no relation to needs, since the life of the improvement is unimportant from the point of view of the production of new improvements; that the life of the improvement is unrelated to the ability of the state or community to pay; that it bears no relation to the state of the debt; and finally, that it has no relation to the term for which the investor may want to loan his money, a factor which determines to a large degree the marketability of bonds.

Dr. Studensky condemns the logic of the rule which suggests a financial policy combining borrowing with taxation, based on the distinction between revenue-producing improvements and non-revenue-producing improvements. "Whether the expenditure is 'revenue-producing'

ing' (financed by service charges) or 'non-revenue-producing' (paid from taxes) has nothing to do with the question of whether borrowing should be resorted to or not." In the opinion of the reviewer this statement seems a little too sweeping, because from the standpoint of practical administration the distinction between these two types of improvements must be given some consideration in deciding whether to finance by revenues or by bonds.

The Massachusetts plan (financing certain recurrent expenditures by means of current taxation and restricting borrowing to expenditures which occur at irregular intervals) is a substantial advance over the traditional policy of borrowing, but "it furnishes no safe guide for the determination of what needs are ordinary and what are extraordinary."

After reviewing briefly several additional plans for combining borrowing with taxation for the financing of improvements, Dr. Studensky outlines his own proposal. He emphasizes first of all that expenditures for permanent improvements must be planned in the aggregate, instead of by individual items or classes. There must also be a long-term improvement program covering a five- or ten-year period, and a short-term program covering a year. "The distinctive feature of the proposed plan is a new method of determining the proportions in which taxation and borrowing should take care of expenditures for permanent improvements. The proportion is determined with reference to the total expenditures for the year, and in accordance with the idea that taxation should take care of the normal amount of these expenditures and that borrowing should be resorted to only for financing the excess over that amount." The normal amount of capital expenditures would be determined for the given municipality or state on the basis of the normal ratio of these expenditures, plus debt charges, to the total costs of government, during the preceding ten or twenty years. In operating the proposed plan, the bonds issued should be general improvement bonds, and there should be established a consolidated permanent improvements fund, into which the amounts raised from current taxation, as well as from loans, would be paid annually, and from which the various special funds or accounts established for various special works could be expended annually.

Undoubtedly Dr. Studensky's trenchant criticisms of traditional policies are timely and con-

clusive. Citizens and administrators have long stood in need of such a concise presentation of the factors involved in the problem. While the reviewer is somewhat apprehensive about any rule that is intended to be automatic and universal in guiding the destinies of government finance, he believes, nevertheless, that the formula presented has intrinsic merits and is highly deserving of experimentation.

MARTIN L. FAUST.



OUR CITIES TODAY AND TOMORROW. By Theodora Kimball Hubbard and Henry Vincent Hubbard. Cambridge, Mass.: Harvard University Press, 1929. 389 pp.

No one interested in city planning can afford not to have this book, whether his interest be that of student, technician, administrator, real estate operator or what not. It is a repository of facts in detail, and in sum it is a picture of the American city as it is today and as it is trying to shape itself for tomorrow.

It has another interest, I think. American cities, having no bonds that connect them with each other (at least none that cross state lines), are rarely to be seen as The American City. Too many of us who have written about that imaginary synthesis of our national urban life have but tricked out our mental picture of one city or two, with some things we have heard or read about some other cities. In this book we have a picture of what 120 cities in 42 states are doing with respect to town planning. No less than 117 of these cities were visited by Mr. Menhinnick, who assisted the Hubbards in the study, so that the field survey was made through one pair of eyes and the contrasts and comparisons by one mind. Then, when it is remembered that this field work was participated in by Mrs. Hubbard and the whole study was reviewed and interpreted by her and her husband, whose knowledge of different cities in different states is perhaps unsurpassed by any persons in the country, then the book assumes a new and high value as a significant study of the state of progress of municipal planning in the country as a whole.

And what does that study show? It is that here and there and everywhere, by widening a street, by cutting off a corner, by exercising a little more control over new sub-divisions, by zoning, by the mapping of major street systems, by the planning of park systems, by the beginning control of the height and bulk of buildings

in relation to the space they need not only for standing room but for service and for light, by beginning talk about the possibility of aesthetic control under the law, by all these beginnings and more; that by some little achievements here and there; and by some bold schemes now and again; this book shows that the cities of America are endeavoring with some promise of success to control and shape the American city of tomorrow.

The chief value of the book is that by means of its full indices, its alphabetical arrangement of the cities under various headings, and the division into the several departments of planning interests, it permits the reader to find the fact he is searching for; and that without in the least impairing the interest or the influence of the general text.

LOUIS BROWNLOW.



COUNTIES IN TRANSITION. *A Study of County Public and Private Welfare Administration in Virginia.* By Frank William Hoffer. Institute for Research in the Social Sciences, University of Virginia, 1929. 255 pp.

"Counties in Transition" is the arresting title of a new volume for our county government shelf. The title is a bit deceiving unless one notes the sub-title; still, the short title can be justified on the ground that all of our social institutions are in transition and most of the problems of welfare spring from that fact.

The scope of the study is indicated in the general fields of welfare activity included, namely (1) dependency; (2) delinquency; (3) character-building and recreational agencies; (4) religious, civic and fraternal organizations; (5) health and hospital services. Manifestly it would have been impossible to study intensively all of the counties of Virginia, therefore six counties were selected—four with organized public welfare units and two without—these counties being considered representative of the varied conditions in the state.

Prior to 1922 there was no legislation to permit or encourage public welfare work on a county-wide basis. That year the legislature enacted a body of new public welfare laws, reorganized the state board, and made the county the unit of administration. "The general idea underlying the county unit of public welfare," says the author, "is that relief and prevention should be united. . . . The traditional pattern of rural



life has been disrupted; the present generation of American farmers has experienced a more rapid transformation in their whole physical and spiritual environment than has occurred since the discovery of America. Profound social developments affecting the family, the community and social practices have followed. In a large measure the isolation of the rural community has been broken down. This has facilitated the entrance of the farmer into a larger world far removed from the local neighborhood to which he was bound in the past. . . . The county is the natural unit, not only for public relief but for child welfare, the juvenile and domestic relations court, the oversight of the delinquent through probation and parole, and the activities of the character-building, educational, and recreational organizations. . . . A policy of co-ordinated service and activity between state and county means growth, both in the state and the county. On one side there is a reaching up to the state for leadership and direction and on the other side there is a looking down to the local community for support and interest."

Only a few of the fourteen chapters can be mentioned here. There is an excellent chapter on outdoor poor relief, including its historical background, the theory of outdoor relief, and current practices. Special mention should be made of the chapter dealing with the county almshouse, for Virginia has taken advanced steps toward abolishing this ancient but thoroughly discredited institution. The county almshouse has never offered a solution to the problem of poverty and old age. Generally the feeble-minded, the depraved, and the respectable aged are required to mingle in haphazard fashion. Legislation in Virginia looking to the establishment of district homes was enacted in 1918 and since then there have been established several consolidated homes, well planned, well equipped, well managed, and dedicated to the care of the aged poor. Though vigorously fought at first by local politicians, the idea has gained popular support and within a few years Virginia expects to be caring for all of its aged poor in seven or eight district institutions. Other states are beginning to take notice.

In another chapter Professor Hoffer indicts that other traditional and equally vicious institution—the county jail. District jails and prison farms should be substituted. There are chapters dealing with dependent, neglected, and delinquent children, with mothers' aid, with the

juvenile and domestic relations court,—all of which are interesting, illuminating, and thought-provoking. These chapters are all supported by numerous tables depicting conditions in the six counties studied.

One may be a little disappointed that the book does not discuss some things which the title suggests, such as the consolidation of counties, city-county consolidation, and the effect of the suburban movement on the character of the county. That remains for someone else to do. The author has limited himself to a different but equally important subject, and has written a very stimulating book. It is not a volume of abstract reasoning but a study of social conditions as they exist in six Virginia counties, with living personalities as illustrations.

PAUL W. WAGER.

University of North Carolina.



NEUES ALTONA, 1919–1929. *Zehn Jahre Aufbau einer deutschen Grosstadt.* By Paul Th. Hoffmann. Jena: Eugen Diederichs Verlag, 2 vols., 1929, 1930. Vol. II, viii, 745 pp.

The first volume of this monumental work has already been reviewed in these columns.<sup>1</sup> The second and concluding volume is now at hand and merits additional comment. Like the first, it is well written, profusely and beautifully illustrated with some four hundred photographs and drawings, and attractively put together.

The book is divided into three main parts, the first of which deals with the character and significance of the great city in contemporary civilization. This is an able analysis of the problem of the *Grosstadt* in its relations to the instinctive, economic, aesthetic, mental, ethical, and spiritual characteristics and needs of the modern urban man. According to Dr. Hoffmann, it is the task of the great urban community to surmount its many complexities and difficulties and thus to make possible the "completion" (*Vervollkommnung*) of the potentialities of its inhabitants. The author does well to remind the reader that city government is not merely a matter of dollars and cents, of facts and figures, and of offices, boards, and committees. One must also seek after the ultimate *Sinn* and *Ethos* of the metropolis.

The second part of the work is devoted to edu-

<sup>1</sup> NATIONAL MUNICIPAL REVIEW, April, 1930, pp. 255–256.

cation and schools, including kindergartens, libraries, and the numerous facilities for vocational training. The remainder of the book sets forth Altona's record in cultural attainments—its leading families, church life, poets, dramatists, novelists, painters, and sculptors, not omitting the important rôles played by the theaters, concert halls, and the like. There is also an interesting section on the City Archives, of which Dr. Hoffmann is the head.

As stated in the previous review, *Neues Altona* is a noteworthy undertaking—one which American cities might well emulate as a stimulus to civic pride and civic achievement.

ROGER H. WELLS.

Bryn Mawr College.



### MUNICIPAL REPORTS

AUSTIN, TEXAS. *Annual Report for Year 1929.*

By Adam R. Johnson, City Manager. 89 pp.

The first thing that should be recorded about this report is its distinct improvement over the issue of one year ago. It is to be regretted, however, that it still follows the very unusual policy of including a detailed audit of the year's financial transactions. This audit consumes 27 pages as against 34 the year before. The balance of the report, which is given over to a résumé of departmental operations, is made interesting by a liberal number of attractive pictures, some well-prepared maps, and a few charts.

The foreword enumerates the accomplishments since the advent of the council-manager plan of government in 1926. Included therein are: creation of a finance department and installation of a centralized accounting system; collection of over \$38,000 in interest on daily bank balances; increasing of salaries in both police and fire departments and the placing of the latter on the double-platoon system; reducing the fire insurance key rate 8 cents, thus effecting a saving of \$30,000 in insurance premiums; and reduction of 30 per cent in light and power rates at the municipal plant.

This report could have been improved

greatly by the inclusion of more charts and the placing of more emphasis upon important facts. This last criticism, however, applies quite generally to all municipal reports. A sentence or two should stand out on every page in order to emphasize a significant fact and to engage further the interest of the reader.



PLYMOUTH, MICHIGAN. *Annual Report for Fiscal Year Ending December 31, 1929.* By A. J. Koenig, City Manager. 35 pp.

This little report is an excellent example of good reporting. The material is written well and logically arranged. The letter of transmittal is followed by a well-drawn organization chart accompanied with a short description of the municipal organization and the duties assigned to each unit. The next five pages are taken up by "1929—Review in Brief," which includes a section on "Problems and Needs." The balance of the report covers the following subjects with the given number of pages assigned to each: Village Commission, 2; Financial Review, 3; Public Improvements, 3; Public Works, 1½; Assessing Department, ½; Public Health, 1; Water Department, 2; Police Department, 1; Fire Department, 1; Legal Department, 1, and Treasurer's Statement, 4.

The chief criticism against this report is that it overlooks the possible use of charts, diagrams and comparative data in presenting certain statistics. After all, a report covering a certain period is pretty much a loss unless it is in some way related to previous periods. It should also be observed that a few facts about the city placed in a conspicuous place in the report add greatly to the interest. For example, this report contains the number of feet of twelve-inch sewer pipe laid in the streets, but the number of people for whose convenience the sewer system was constructed is not mentioned. Notwithstanding these criticisms, no small city should overlook this little report in considering a guide for its own publication.

CLARENCE E. RIDLEY.



## REPORTS AND PAMPHLETS RECEIVED

EDITED BY E. K. OSTROW

*Librarian, Municipal Administration Service*

**Report of the Property Tax Relief Commission of Oregon.**—Salem, State Printing Department, 1929. 75 pp. This commission conducted an investigation along three lines: the equalization of the tax burden on real property; the adoption of indirect taxation to relieve real property of the state tax; and methods of reducing the local property tax. The report gives the results of these investigations. The recommendations deal not only with reorganization of the tax system, but also with improved methods of administration, such as uniform accounting and better budgetary methods, limitations on bond issues, etc. (Apply to Secretary of State, State House, Salem.)



**A Comparison of the Cost of Maintenance of Large and of Small County Boards in the United States.**—By M. Slade Kendrick. Ithaca, N. Y., Cornell University Agricultural Experiment Station, 1929. 41 pp. This study of the cost of county government deals primarily with the cost of holding sessions of the county boards in ten states, and with the cost of special committee work of the boards in three of these states. Illinois, Michigan, and New York are stated as examples of states with large county boards, and Iowa, Montana and Kansas, as states with small boards. The cost of sessions of small boards on a salary basis is reported for Ohio, Indiana, Utah and Colorado, and the cost of special committee work is studied in Illinois, New York and Iowa. Full comparisons are made between the different systems. (Apply to the Cornell University Agricultural Experiment Station, Ithaca, New York.)



**The Social Philosophy of Pensions.**—By Henry S. Pritchett. New York, the Carnegie Foundation for the Advancement of Teaching, 1930. 85 pp. This bulletin is a brief treatise on pensions for teachers, ministers, and members of the classified service of the United States. The first part deals with the philosophy of pensions, going into the economic and social considerations which underly any pension

system. The relation of group insurance to pension systems receives some treatment. The second part is a review of the existing pension systems for the three groups listed above. (Apply to the Foundation, 522 Fifth Avenue, New York City.)



**Report of the Commission on Revision of the Public Service Commissions Law (New York).**—Albany, Legislative Document No. 75, 1930. 506 pp. In a previous issue of the REVIEW was given an account of certain proposed changes in the public service commission law of New York.<sup>1</sup> This report contains the official report of the Commission which made the recommendations summarized in that article. Briefly it is proposed, in part, to make certain readjustments in the utility rate bases in the state, and to create a "people's counsel," in order to make state regulation of utilities more effective. In addition to the report of the commission, a minority report, submitted by the progressive group on the commission and going much further, is included.



**Municipal Government and Activities of the City of Milwaukee for 1929.**—Compiled and edited by the Municipal Reference Library, Milwaukee, Wisconsin. 108 pp. This report of the Milwaukee Common Council deals with the organization, expenditures and achievements of the various city departments, boards and commissions for the past year. In addition, there is a brief summary of the year's progress in municipal undertakings. (Apply to Miss Helen Terry, Acting Librarian, Milwaukee Municipal Reference Library, City Hall, Milwaukee, Wisconsin.)



**Municipal Bonds.**—By C. F. Childs and Company, Inc., New York City, May 15, 1930. 8 pp. The purpose of this circular is to define the fundamental standards by which municipal bonds are judged so that the maximum interest return may be obtained in each instance in conformity

<sup>1</sup> April, 1930, pp. 226-269.

with such standards. In addition to the general requirements for municipal bonds, this pamphlet contains a digest of the New York, Massachusetts, and Connecticut laws regulating savings bank investment in municipal obligations, and a list of state and municipal bonds legal for savings banks in those states. (Apply to C. F. Childs and Co., 51 Broadway, New York City.)



**Guide for the Laying Out and Development of Subdivisions.**—By the City Planning Commission, Erie, Pennsylvania, 1929. 38 pp. This report should be of interest to city officials, for it not only gives the requirements for the laying out of subdivisions in Erie, but also the laws of the state of Pennsylvania relating to city planning, zoning, and city planning commissions for all cities of the third class. (Apply to Department of City Planning, Room 14, City Hall, Erie, Pennsylvania.)



**Zoning Progress in the United States; Zoning Legislation in the United States.**—Compiled by Norman L. Knauss, Division of Building and Housing, Bureau of Standards, Washington, D. C., April, 1930. 51 pp. (Mimeographed.) Zoning legislation, zoning developments for the past thirty years, and the zoning laws of the various states are some of the outstanding subjects treated in this report of the Division of Building and Housing. (Apply to Department of Commerce, Division of Building and Housing, Washington, D. C.)



**Survey of City Planning and Related Laws in 1929.**—By Lester G. Chase, Division of Building and Housing, Bureau of Standards, Washington, D. C., May, 1930. 41 pp. (Mimeographed.) This is a brief summary of the city planning and related laws enacted during 1929 in the various states. In addition, there is a section dealing with the duties of a city planning commission under the standard city planning enabling act prepared by the Department of Commerce. (Apply to Department of Commerce, Division of Building and Housing, Washington, D. C.)



**The Denver Plan, Volume I.**—By the Denver Planning Commission, Denver, Colorado, 1929. 64 pp. Three primary elements of the Denver city plan are here set forth. These cover the basic needs of an adequate and efficient major

street layout; a comprehensive system of city parks with connecting boulevards, and complete provisions for recreational facilities. The plans and suggestions of the city planning commission are made with an eye to future development, for they cover the period of years through 1950. (Apply to Meta C. Anderson, Secretary, Denver Planning Commission, 611 Eighteenth Street, Denver, Colorado.)



**Recreation, Civic Center and Regional Plan, Riverside, California.** (Parts IV, V, VII, and VIII of the Master Plan of the City.)—By the Riverside Planning Commission, June, 1929. 47 pp. This report presents several new parts of the master plan of the city of Riverside. Playground, school and recreational system, parks and parkways, civic center and public buildings, and the regional plan are all dealt with here. The text is well illustrated with maps, sketches, and photographs. (Apply to Riverside City Planning Commission, Riverside, California.)



**The Plan of Palm Beach.**—Prepared under the direction of the Garden Club of Palm Beach, Florida, 1930. 26 pp. As the population of Palm Beach increased, it became necessary to improve traffic and recreational facilities of the city, and its street system. These are the problems handled in this report. There are elaborate sketches of proposed public baths, botanical gardens, boulevards and streets, all presented with the idea of enhancing the beauty, and at the same time the utility, of one of America's foremost playgrounds. (Apply to Mrs. M. R. McKinlock, President, Garden Club of Palm Beach, Florida.)



**City Plan, Little Rock, Arkansas.**—Prepared by John Nolen for the Council of the City of Little Rock cooperating with the City Planning Commission and the City Departments. 1930. 24 pp. The Little Rock plan deals with those physical aspects of the city, street traffic, development of airport facilities, growth of industries and commerce, for example, which, if attended to by the municipality, go far toward increasing its efficiency and beauty. The text is supplemented by maps and illustrations. (Apply to John Nolen, Harvard Square, Cambridge, Massachusetts.)



# PUBLIC UTILITIES

EDITED BY JOHN BAUER

*Director, American Public Utilities Bureau*

**New York Telephone Rates.**—New York telephone rates were fixed by the Public Service Commission, as of May 1, and, for the time being, there is no active telephone litigation in the state—a condition not experienced for many years. Following the federal court's final decree in the protracted case,<sup>1</sup> the New York Telephone Company filed a new schedule of rates to be effective February 1, 1930. Before that date, however, the Commission fixed temporary rates which, generally, reduced by 20 per cent the increase that had been proposed by the company. It then continued its investigation, and on May 1, issued an order fixing the rates thereafter to be charged by the company.

The hearings before the Commission centered largely upon valuation—which, of course, had been the subject of dispute for, lo, these many years! The chief issue involved the deduction for depreciation. The company supported a rate base which started with the valuation as found by the court as of July 1, 1928, plus net additions made since, without deducting any increase in depreciation that has taken place since.

The opposition (with some exception) insisted that the entire depreciation reserve should be deducted from the gross valuation of the properties. The company has always included large charges to operating expenses for depreciation, because of the rapid obsolescence and inadequacy of the properties. These charges were approved by the federal court, which held also that, under the particular circumstances, the depreciation reserve thus accumulated is the best measure of actual depreciation of the property. This view was adopted by the Commission, which deducted the full depreciation reserve from the gross valuation. The company sharply disagrees with this view, although it defends its charges for depreciation to operating expenses. It has taken an exception to the federal court's finding on this matter, and moved for an appeal to the Supreme Court. It argues that the deduc-

tion should be limited to the so-called "observed" depreciation—a much lower figure, although the reserve has been accumulated on the basis of charges claimed to be necessary to meet the obsolescence and inadequacy of the properties.

With regard to the gross valuation (prior to the deduction for depreciation), the Commission started with the reproduction cost as fixed by the court after July 1, 1926, then added gross additions, and subtracted the cost of properties retired. While this method, perhaps, furnished the most feasible course at the time, the Commission has thus allowed substantial sums for which there is probably no present justification. Of the total properties existing in 1926, 90 per cent had been installed during the high-price period during and after the war. The court allowed as reproduction cost, \$82,000,000 more than actual cost. It considered the then high level of prices, and believed that the trend was upward. But, since 1926, there has been a shift, and there has been a distinct downward movement. With respect to copper, which is an important item in telephone properties, the price had been "pegged" for a considerable time at 18 cents, but during the course of the hearings before the Commission it fell to 14 cents, and has since moved lower. If there was justification in 1926 for a higher reproduction cost because of the then prospects, there is reason now for eliminating the excess under present conditions. The change in prices was ignored by the Commission—and this shows how difficult it is to obtain a reduction in valuation when once a figure has received judicial sanction. In *theory*, reproduction cost is flexible with changing prices, but *actually* it has only a chewing-gum flexibility. It expands readily but does not contract—at least has never contracted so far as we know.

There is a second point as to which the gross valuation was determined against the interest of telephone users. While the properties were appraised at the higher reproduction cost as of 1926, all the retirements made since 1926 were deducted at the lower actual cost. To the

<sup>1</sup>See March number of the REVIEW for account of the New York Telephone case prepared by Nathaniel Gold.

extent, therefore, that 1926 properties have been retired, there is left in the valuation the difference between the actual cost and the 1926 reproduction cost. If, for example, certain apparatus had cost \$1,000, but had been allowed a reproduction cost of \$1,500, there is now left in the rate base \$500, even though the property has been discarded from service. This factor applies also to the deduction of the depreciation reserve, which should have been written up in proportion as the higher reproduction cost exceeded the actual cost of the properties. The reserve was accumulated on the basis of actual cost, and would properly measure the depreciation, if the gross valuation were made at actual cost. Since, however, a higher reproduction cost was accepted, then the reserve should be increased in like proportion to present an equivalent amount in dollars for the depreciation that has taken place. This is not only the strict reproduction cost logic, but follows the recent Supreme Court ruling in the Baltimore case.<sup>1</sup>

The Commission authorized the schedule of rates which, in its opinion, would result in bringing 7 per cent upon the fair value as determined. In fixing the rate schedule, it approved in general the business rates as proposed by the company in the February 1 schedule, but ordered substantial reductions in domestic rates. It be-

lieves that the additional burdens are more easily absorbed by business users, and that the earlier differentials between domestic and business rates had been too small. This may not appear as an unwarranted view of the situation, but no evidence was presented to justify the relative shift in burdens between domestic and business users.

As to the increase fixed for business uses, there is room for valid criticism. The schedule places a much larger proportion of increase upon the small users than upon the large. In Manhattan, for example, the first block of 75 calls is increased by 26.3 per cent, while for the next block of 125 calls there is an actual reduction of 9 per cent. The schedule results in an indirect service charge of \$2.25 per month per customer, which is probably not warranted. This falls heavily upon the small users, who do not get the benefit of the lower rates in the later blocks. Approximately 40 per cent of the business users in New York do not use calls in excess of the first block. No factual evidence was presented to the Commission for the greatly increased block differential. The disparity between the first and later blocks is so great that it appears grossly discriminatory against the small users.

It is too much to expect that New York will remain long without a telephone rate case—if the fact be overlooked that already the company has taken an appeal from the decision of the federal court.

<sup>1</sup> See March number of the REVIEW, Public Utilities Department.

# MUNICIPAL ACTIVITIES ABROAD

EDITED BY ROWLAND A. EGGER

*Princeton University*

**Political Parties and Local Politics in Germany.**—What about local politics as politics? Jefferson was practically the last Democrat in the United States to have definite views on municipal government. Andrew Mellon and Calvin Coolidge have expressed sentiments in this connection which have a highly Jeffersonian tint. Generally, however, the national political parties and even their state organizations are silent on the principles of local politics. In Germany the situation is entirely reversed. "At the outset it should be noted that local politics, both in and out of the city council, are largely shaped along national party lines. . . . This results from a number of factors: (a) Germany is a highly urbanized country, and many national problems are city problems; (b) the difficulties of the post-war years have made it necessary for national legislation—especially in regard to finance—more and more to encroach upon *Kommunal-selbstverwaltung*, thus further preventing a sharp separation of national and local issues; (c) the national parties themselves, *e.g.* the Social Democratic and Center (Catholic) parties cannot fulfill their purposes unless they actively enter the municipal sphere; and (d) the electorate which chooses the city council is the same—except for the residence requirement in local elections—as that which elects the *Reich* and the state legislatures, an additional obstacle to organizing separate parties for national and local politics."<sup>1</sup>

The national political parties of Germany have in most instances programs relating to local politics and administration. Those of the German Democratic and Social Democratic parties involve directly the right of organization, and the activity of such organizations, of public servants. The People's party has taken a decisive stand upon one of the most delicate problems in German local government today—*selbständigkeit und selbstverwaltung*.

Probably, however, the most important phase of German national political activity in local

politics is not concerned directly with local issues. Each of the national parties maintains a central organization for the purposes of disseminating propaganda and information. The work of these central bureaus has frequently been significant. Their documents and pamphlets are attractively presented, rather accurate and fair, and extremely useful for scientific purposes. It would not be too much to say that the bulk of reform literature is prepared and distributed by these central organizations.

The problems and issues discussed are not restricted to administrative organization and the extension of municipal functions. They are concerned with discussions of social welfare, charities and correction reform, women's rights, religious freedom, religious instruction in schools, health administration and public medicine, finance and taxation reform, and cognate subjects.

The activity of German political parties in local politics and administration may indicate one reason for the experimental and pragmatic tone of German local administration in recent years. It may explain also Dr. Norden's bitter reflection upon the over-politicizing of German local government. This is not a brief for either point of view. As Dr. Munro insists, there is danger in an over-interested electorate. At the same time, propaganda for governmental reform, for the reason that it is organized on a scale which permits it to reach, in some fashion and degree, into the sedimentary levels of political thought, is exactly that much more effective than in the United States where reform remains, with the exception of the Anti-Saloon League, essentially an upper-class occupation, which has difficulty in gaining and retaining the ear of the common man.—*Der Städtetag* (March 3, 1930).



**Wasmuths Monatshefte für Baukunst und Städtebau, May, 1930, Berlin.**—In the city planning section of this recently consolidated magazine there is a description, with illustrations, of a new city planning "movie," entitled "*Die Stadt von morgen*," by M. v. Goldbeck and E. Kotzer. Among other things, the unregulated growth of

<sup>1</sup> Wells, R. H. "Partisanship and Parties in German Municipal Government," in this REVIEW, Vol. XVII, p. 474 *et seq.* (August, 1928).



a district from country village to overgrown, jumbled industrial region is graphically portrayed as though seen from an airplane, and in contrast the same area is shown growing according to plan, with separate industrial and residential quarters, adequate park strips penetrating to the center of the community, and in the last phases a ring of satellite towns separated from one another and from the central city by an extensive farming and forest belt. The editor, Werner Hegemann, points out the great value of such a film for school and propaganda purposes.

ARTHUR C. COMEY.

✱

**The Oxford Summer School for Councillors and Officers.**—The National Association of Local Government Officers has probably offered no project more ambitious in purpose than the summer school to be conducted at Keble College, Oxford, from August 2 to 16 of this year. It will offer a "unique opportunity for officials from all parts of the United Kingdom, members of local authorities and students to increase their knowledge and appreciation of the foundations, structure, and history of local government at home and abroad. The main work of the school will revolve around a series of lectures to be given by eminent University lecturers, each of which will be followed by a general and open discussion. In addition, there will be group discussions on topics of departmental interest. . . . The purpose of the school is to open out new avenues of thought so that the established officer may break away from the routine of his department and reëxamine the 'why' of his job, and its place in the body politic, without being harried by the worrying details of its 'how.'" (I. C. M. A. and N. M. L., please copy.)

The program of lectures is as follows:

1. Harold Laski, of the University of London, will deliver the inaugural lecture.

2. William A. Robson, barrister-at-law, will deliver a series of three lectures on August 4 and 5 on "The Law of English Local Government."

3. Mr. Robson will also deliver three lectures on the same days on "The Structure of English Local Government."

4. Dr. H. Finer will continue the addresses on "The Structure of English Local Government," offering lectures on August 7, 8, 11, and 12.

5. K. B. Smellie will lecture on the "Relations between Central and Local Government" on August 13, 14, 15.

6. "The Experience of Germany," one lecture by Dr. Finer, August 8.

7. "The Experience of France," one lecture by Mr. Smellie, August 14.

8. "The Experience of the United States," one lecture by Mr. Smellie, August 15.

During the session informal addresses will be given also by Miss Susan Lawrence, Parliamentary Secretary to the Ministry of Health; Mr. G. Montagu Harris, of the Ministry of Health; Mr. J. J. Clarke, the well-known writer on local government; and Mr. C. J. Jackson, Solicitor and Parliamentary Agent of the N. A. L. G. O.

Coming somewhat in the nature of a recapitulation of occurrences since the Local Government Act of 1929, the summer school should be of especial interest to foreign students seeking a synthesis of English local government under the revised statute. The cross currents of academic, professional, political, and crank points of view which such conferences produce are unfailingly delightful and informative.—*The Municipal Journal*, May 9, 1930.

# NOTES AND EVENTS

EDITED BY H. W. DODDS

**Town and County Apportionment Up Again.**—Of late the rural sector of the state of Michigan has been considerably "het up" over the so-called Detroit plan of reapportionment.

In a nutshell, the idea is that each community will have the same percentage of representation in the house of 100 members and in the senate of 32 members that it has of the total population of the state. Control of the legislature would thereby lie in the hands of counties in the Detroit region, or at least in the hands of the big cities of Michigan. Withering blasts from the smaller communities pronounce the plan most "un-American"—that word so often applied these days to things distinctly and even uniquely American.

As a matter of fact, Detroit probably has no more idea of getting its plan adopted than has a mole of sprouting wings. It is put forth as a basis for argument, and the hope of the "city fellers" is simply that their rural brethren will be shocked into some kind of compromise.

Michigan is not alone in its troubles on this score. In Illinois, threats of the secession of Chicago from the state of Illinois have been thundered forth by no less a person than Professor Charles E. Merriam of the political science department of the University of Chicago, who could hardly be charged with political demagoguery.

HOWARD P. JONES.



**A Program for County Government.**—The Taxpayers' League of St. Louis County, Minnesota, is offering the following program for the improvement of county government:

1. Home rule for counties—so that counties can adopt by referendum vote a system of administration suited to their needs.
2. A county highway program—so that land settlement can be concentrated, and the high cost of serving scattered settlers definitely curtailed.
3. A redistribution of many county functions to areas combining several counties—so that duplication of administrative costs can be eliminated and service more adequately rendered.
4. The budgeting of capital outlay over a ten-year period—so that improvements may properly be balanced against each other, and resources conserved for projects that definitely contribute to the municipality's economic welfare.
5. A pay-as-you-go policy for financing elementary school construction.
6. An increase in license and permit fees—so that the entire cost of the service is paid by the direct beneficiary.
7. Improvement of the method of assessing personal property.
8. The employment of special assessment methods for financing neighborhood parks and play areas, etc.
9. Concentration of municipal services in developed areas, and the discouragement of the opening of new areas.
10. The adoption of a unit school design that will stabilize standards and prevent unconscious development of competitive school construction.



## **To Study Traffic as Guide to Road Tax Policy.**

—In an effort to determine how much of the cost of local roads in Michigan should be paid by local taxpayers and how much should be spread over the state, the bureau of public roads of the U. S. department of agriculture, in co-operation with the Michigan state highway department, is making an origin-and-destination traffic survey on all roads, local as well as main state highways, in sample townships in the 83 counties in the state.

The survey will show to what extent the local roads of each local taxing jurisdiction are used by traffic originating within and without these jurisdictions, and will serve as a basis for distributing public moneys now being made available for highway improvement. The amount of tourist traffic in the state will also be determined.

The survey began on July 1 and will continue for one year. After this the same agencies will make special studies, for one month, in seven cities, Ann Arbor, Detroit, Flint, Grand Rapids, Jackson, Lansing, and Niles, to determine the relative use of city streets by city vehicles and

by vehicles owned outside the cities. These studies also will serve as a basis for taxation.



**Dublin's City Council.**—By a majority of twenty-one, Dail Eireann, has recently passed the final stage of the Greater Dublin Bill. Since its introduction the proposals embodied in the latest act of importance to be adopted by the legislature of the Irish Free State have undergone some modification, but in broad outline the scheme has been adopted which had the support of the department of local government and public health. Rathmines and Pembroke, with their higher ratable value, are brought into the city area; but for their inclusion a substantial price has been paid. The electors are divided into classes, after the manner of the old Prussian distribution of the franchise. Ratepayers of Dublin with the right to be included in the Commercial List will have an electoral power six times greater than the citizen of the Free State capital earning his livelihood by manual labor. The Irish people are in the position to decide, with accuracy, on the system most likely to preserve the new city council from those who might regard that authority as an institution for the distribution of largesse.

In Great Britain, where such a restriction could be called into being only to counteract the results of indiscriminate outdoor relief, it will be the general opinion that the Dublin experiment requires care and vigilant examination.

The appointment as city manager of Mr. Gerald J. Sherlock, the former town clerk, offers adequate guarantee that the break with the past is not to be so violent that the whole weight of the new administration is thrown on to the side of the propertied interests with multiplied electoral power. On the other hand, the view that the Act makes the council definitely subordinate to the manager, and that the chief official of the city must, inevitably, be the recipient of many suggestions not to be distinguished from log-rolling and administrative impropriety, is held in quarters in Dublin where theoretical doctrines of political equity find short shrift and no favor. The position in that city, as in Cork, demonstrates that every citizen can participate in the representative system only where the community is free from corruption. It remains to be seen whether inequality in the value of the vote where the local government franchise can be exercised by every adult, provides a remedy,

or merely opens the door to other evils not less pernicious.—*Municipal Journal and Public Works Engineer.*



**Corrections in Bonded Debt Tables.**—The following corrections should be made in the Bonded Debt tables which appeared in the June (1930) REVIEW:

*Toledo, Ohio* (26th city). The total gross bonded debt should read, \$41,225,491; the total sinking fund, \$5,112,373; the total net bonded debt, \$36,113,118; excluding self-supporting, \$34,431,118; and the per capita bonded debt excluding self-supporting, \$109.93.

*Denver, Colorado* (28th city). The total gross bonded debt should read, \$45,542,200; and the net bonded debt, \$45,265,234.

C. E. RIGHTOR.



**The Chicago Traction Settlement.**—By a vote of nearly six to one, Chicago at a special election on July 1 approved the traction settlement plan proposed by its city council. The vote was 325,468 for and 58,212 against the measure, an aggregate poll of 28 per cent of the total registered vote. The measure carried by large majorities in practically all of the city's fifty wards.

Two circumstances explain the success of the measure: widespread support from practically all interests, and the eagerness on the part of the public to have a constructive settlement of the traction problem which has been the football of local politics for more than a decade. The ordinance had practically the undivided support of the press, the business and commercial interests throughout the city; both political parties actively worked for its adoption; the dominant labor groups favored it and more than 250 commercial, civic and neighborhood associations formally endorsed the measure. The opposition lacked leadership which commanded public confidence and support. During the forty-day campaign, however, the issues involved in the ordinance had a fair and thorough airing in the public press.<sup>1</sup> Both sides of the issue were printed simultaneously in practically all of the major dailies. One paper, for example, devoted four full columns on the second page each day to articles for and against the ordinance, although

<sup>1</sup>For details of the ordinance and arguments pro and con see NATIONAL MUNICIPAL REVIEW for July, pp. 495-6.



the paper itself urged its readers to vote "Yes or No" on the measure.

Undeniably the public demand for a settlement of the traction problem as the only means of obtaining greatly needed transportation facilities in the outlying districts was a large factor in the final result. Transportation facilities have lagged far behind urban growth in outlying districts. It was these sections which saw in the ordinance relief from well-nigh intolerable inconvenience.

Translated into practical terms the ordinance provides: consolidation of the present surface and elevated lines; universal transfers from elevated to surface lines and a charge of three cents from surface to elevated (the elevated fares are now ten cents and the street car fares are seven cents); the creation of a transit commission, appointed by the mayor with the consent of the council, with full jurisdiction over traction matters within the city and within a zone of thirty miles beyond; a subway system in the central business district to be built by the city and leased to the operating company; and pledges of the operating company to spend \$65,000,000 for improvements within the next three years and \$200,000,000 within the next ten years. The new company has 120 days in which to accept the ordinance. The improvements specified in the ordinance are 2,000 new cars, 300 miles of surface lines extensions, and 110 miles of additional single-track elevated. The new trackage will increase the facilities of the surface lines by 30 per cent and those of the elevated lines by 56 per cent.

The ordinance fixes the capital value of the unified system at \$260,442,063.82 and the annual return to the city at 3 per cent of the gross operating receipts. This return, however, is junior to certain operating expenses, interest on bonded debt, any sinking fund requirements and dividends on preferred stock. The ordinance also grants the operating company a permit which may be terminated by purchase. By giving six months' notice the city or its permittee may purchase the property of the consolidated system at the capital value fixed in the ordinance, namely the \$260,442,063.82, plus the cost of additions, extensions and betterments.

EDWARD M. MARTIN.



**Detroit Moves to Recall Mayor.**—After being elected mayor of Detroit on the advance as-

sumption that he was "honest even though inexperienced in municipal affairs," Charles Bowles, who had campaigned for the office five years and been repeatedly defeated, began his administration last January, enjoying the good will of practically all public agencies, civic organizations and political factors. But a combination of vicious influences, evidently taking advantage of Mayor Bowles' inexperience, gradually assumed control of his administration. So many flagrant errors of judgment followed, including discharge of appointive department heads, that a movement under Michigan Law to recall him from the office of mayor has become the dominant issue in Detroit.

Thus far the issue has not been lifted into the clear air of actual facts, viewed from the non-political standpoint of business administration. The recall movement fundamentally is at this time a legal and political controversy left over from the bitter campaign of last year. It is rife—many would say "rotten"—with charges and counter-charges, including the general suspicion that subterranean forces, inspired by the most vicious sort of grafting gangsters, are seeking to secure permanent control of the government of the city.

John Gillespie, whose adroitness in political maneuvering has been known in Detroit for many years, appears to be the brains of the Bowles administration just now. Having failed of appointment as police commissioner, a position in which two different men have been tried since February 1, Gillespie was made commissioner of the important department of public works. From this strategic position he and a few other leaders in the Bowles administrative group are fighting in the courts the efforts to stage a recall election. Thus far apparently the recall movement has been sponsored and financed by former political opponents of Bowles. Citizens of prominence, recognized as independent politically, are remaining aloof, waiting to see the result of the legal controversy over validity of the recall petitions.

At this writing the case of the recallers has successfully made the hurdle of decisions in the Wayne Circuit Court and the Michigan Supreme Court. Unless further delay can be accomplished by a present appeal to the federal courts, apparently the question of recalling Mayor Bowles will go to a special election within the next thirty or forty days.

In case the majority is against Mayor Bowles,

he will then be automatically one of several candidates within thirty days at a second special election to choose his successor. The fall primary in Wayne County and Michigan will be held September 9, with a large ballot to be faced by voters in the party field.

Unprejudiced Detroiters feel that the political welfare of the city hangs in the balance. It seems generally accepted that Mr. Bowles' inexperience has been fatal to his administrative success, but meantime no outstanding citizen has appeared who is willing to accept the hazard

of a recall election under the bitterly controversial conditions which prevail. The Detroit Citizens' League has a committee at work, drafting charter amendments to provide a city manager plan.

W. P. LOVETT.

✦

The International Union of Cities held its annual conference last month at Liège and Antwerp. Senator E. Vinck is the secretary general of the Union. His address is 3 Rue de la Régence, Brussels.

*What You've Been Waiting For!*

## THE CITY MANAGER PLAN AT WORK

*What Those Who Live in Manager  
Cities Think of Their Government*

A NEW PAMPHLET FOR CAMPAIGN PURPOSES

10c per copy

\$50 per thousand

\$7.00 per hundred

Campaigns for the manager plan have frequently languished for lack of evidence from other cities of satisfaction with the plan. The best test of any government, after all, is whether those who are living under it are satisfied with it. With this thesis the National Municipal League obtained the opinions published in this pamphlet by sending questionnaires to leaders of public affairs in manager cities throughout the country.

*Write or Wire Orders to:*

NATIONAL MUNICIPAL LEAGUE

261 BROADWAY, NEW YORK, N. Y.

# A MODEL COUNTY MANAGER LAW

*Submitted by the*  
COMMITTEE ON COUNTY GOVERNMENT  
*of the*  
NATIONAL MUNICIPAL LEAGUE

*Supplement to the*  
NATIONAL MUNICIPAL REVIEW  
August, 1930. Vol. XIX, No. 8

PUBLISHED BY  
NATIONAL MUNICIPAL LEAGUE  
261 Broadway, New York, N. Y.



## COMMITTEE ON COUNTY GOVERNMENT

JOHN A. FAIRLIE, *Chairman*  
University of Illinois, Urbana.

PAUL W. WAGER, *Secretary*  
University of North Carolina, Chapel Hill.

FRANK G. BATES  
Indiana University, Bloomington.

OTHO G. CARTWRIGHT  
New York.

JAMES ERRANT  
University of Oklahoma, Norman.

LUTHER GULICK  
National Institute of Public Administration,  
New York.

A. R. HATTON  
Northwestern University, Evanston, Illinois.

HOWARD P. JONES  
National Municipal League.

WYLIE KILPATRICK\*  
Griffenhagen and Associates.

J. NOEL MACY  
Westchester County Publishers, Inc., White  
Plains, New York.

SAMUEL C. MAY  
University of California, Berkeley.

CLARENCE E. RIDLEY  
International City Managers' Association,  
Chicago.

BENJAMIN F. SHAMBAUGH  
University of Iowa, Iowa City.

HENRY M. WAITE  
Cincinnati Union Terminal Company.

\* Dr. Kilpatrick suggests that inasmuch as the present manager plan is not an ultimate form of government, county administration requires a structure adapted to its distinctive needs, without a too literal borrowing from the reorganization schemes of states and cities.

## FOREWORD

County government, so aptly termed "the dark continent of American politics," has, until recently, held little lure for the explorer. As compared with the literature of city, state, or national government, that of county government is so negligible as almost to be lost among the shelves.

The search for ways and means of reducing the ever-increasing burden of local taxation, however, has finally led to serious investigation of the headless and inefficient organization of the county. Movements for improvements in county government are now under way in more than a dozen states.

Faced with an ever-increasing number of inquiries as to "the way out" of the labyrinth, the National Municipal League in May, 1929, appointed a committee on county government to study the problem and make recommendations. The model county manager law presented herewith is the result, therefore, of more than a year's work.

The committee makes no pretense of presenting a complete solution to all the problems of county government. The committee has not yet finished its work. This model law does represent, however, in the opinion of members of the committee, the first practical step to be taken toward a solution.

In drafting such a law, the committee faced an almost insurmountable task, on account of the wide variation in the titles and functions of county officers of the various states. It should be appreciated that the model law is a model simply in the sense that it may serve as a guide for those interested in improving county government in their states. The committee fully realizes and expects that specific provisions may have to be modified somewhat to suit local conditions. In general, however, the bill represents the best thought of the outstanding experts on county government in the country.

The committee is deeply indebted to its secretary, Dr. Paul W. Wager of Chapel Hill, N. C., and to its chairman, Prof. John A. Fairlie of the political science department of the University of Illinois, Urbana, Ill., both of whom have given freely of their time to the arduous work of draftsmanship and revision.

Howard P. Jones, *Editor*.

## TABLE OF CONTENTS

	PAGE
I. INTRODUCTION . . . . .	565
Classes of Counties . . . . .	565
Legal Status of the County . . . . .	566
Advantages of the County Manager Plan . . . . .	566
The Manager's Jurisdiction . . . . .	566
The Short Ballot . . . . .	567
Organization Charts . . . . .	567
II. AN ACT PROVIDING FOR THE ADOPTION OF THE MANAGERIAL FORM OF	
COUNTY GOVERNMENT . . . . .	570
Authorization . . . . .	570
Method of Adoption . . . . .	570
Powers and Duties of the County Board . . . . .	570
County Board Not to Interfere in Appointments or Removals . . . . .	571
Appointment of Manager . . . . .	571
Appointment of Subordinates . . . . .	572
Removal of Officers or Employees . . . . .	572
Right to Attend County Board Meetings . . . . .	572
Powers and Duties of the County Manager . . . . .	572
Administrative Activities . . . . .	573
Compensation Established by County Board . . . . .	574
Advisory Boards . . . . .	574
Preparation and Submission of the Budget . . . . .	574
Department of Finance . . . . .	574
Department of Public Works . . . . .	576
Department of Public Welfare . . . . .	576
Department of Education . . . . .	576
Legal Adviser . . . . .	576
Bonding of Officers . . . . .	576
Contract Interest Prohibited . . . . .	576



# MODEL COUNTY MANAGER LAW

## INTRODUCTION

IN the organization of county government the board of county commissioners should be the central governing body, with the power to control and supervise the different departments of the government, to levy taxes, and to control the finances of the county.

Increasing volume and complexity of county business, however, make it difficult for the policy-determining body to perform or to supervise the administrative tasks. The board of commissioners, therefore, needs a competent whole-time executive agent to carry out its orders, to make investigations, to coordinate the activities of the several departments, and to act as the administrative head of the government.

### CLASSES OF COUNTIES

Counties may be divided roughly into three classes—the urban, the urban-rural, and the rural. The first class contains those counties whose territory and population are completely or largely included within the corporate limits of a single city. The urban-rural counties are those which contain one or more cities of 10,000 or above but also have a considerable amount of rural territory. The third class includes the counties which do not have a single town with as many as 10,000 people.

The problems of the urban counties are so closely related to the cities with which they so nearly coincide that the problem of county and city government should be considered together. The plan of consolidated city-county government proposed for Butte and Silver

Bow County, Montana, indicates one method of solution.<sup>1</sup>

Urban-rural counties vary so in size and constituency that no single form of government can be recommended. For such counties, where there are several cities and a relatively small rural population, there might be a classified law, or special charters adapted to the particular conditions. For counties preponderantly rural, with only one or two small cities, the plan of government need not depart greatly from that recommended for the rural counties. Possibly a larger county board should be provided and the city or cities should be assured adequate representation thereon. Possibly a larger number of departments should be established and perhaps the board given a larger grant of ordinance-making power than in strictly rural counties.

A majority of the counties in every state are of the third, or rural, type. Probably most of them contain some incorporated places, but none of them populous enough to dominate the county. Often, there is one principal town which is the trade center for the entire county and is thus a unifying influence.

The constitutions of many states have limited the counties to a single form of organization. This has been extremely unfortunate, for the needs of

<sup>1</sup> See "The Butte-Silver Bow County Consolidated Charter, a New Deal in Local Government," by A. R. Hatton. *NATIONAL MUNICIPAL REVIEW*, 12: 310. (June, 1923.) The Pittsburgh federal plan is another method to which attention may be called. *NATIONAL MUNICIPAL REVIEW*, 18: 426, 529. (June, August, 1929.)

an urban county may be quite different from those of a rural county. The same is true to a lesser extent as between the urban-rural counties and the counties which are strictly rural. There is unquestionably a need for considerable flexibility of organization within and between the first two classes of counties. But there does not seem to be a need for any fundamental differences in organization among the counties of the third class. Great variety in the form of government of similar counties is quite as obstructive to good administration as rigid uniformity among dissimilar counties.

Although the rural counties differ considerably in area, topography, total population and density of population, these differences do not call for fundamental differences in governmental structure. In fact the special needs of each county can be better cared for by giving the county a large degree of autonomy in the details of administration than by enacting elaborate and detailed legislation. Some states are suffering from an annual or biennial grist of local legislation quite as much as others are suffering from constitutional strait-jackets.

#### LEGAL STATUS OF THE COUNTY

In most states a county is not recognized as a full municipal corporation. It performs some functions for the state and some on its own initiative. It is thus an administrative district of the state and also a unit of local self-government. To the extent that it is an agency of the state there is strong argument for uniformity in organization and procedure. As a unit of local self-government it needs the stimulation which comes from being able to compare its performance with that of other counties. This makes it desirable that there be a uniform functional organization of county ad-

ministration and a common nomenclature in accounting. It does not necessitate an equal number of administrative departments in each county. As a unit of local self-government the county should be free to make experiments in the interest of economy or efficiency without disturbing its organic structure.

#### ADVANTAGES OF THE COUNTY MANAGER PLAN

The managerial form of government seems to meet these requirements better than the present decentralized form of county government. The manager plan permits adaptations in administrative arrangements to fit local conditions. It allows the substitution of one general statute for a multitude of local laws without the risk of introducing either too much uniformity or too much flexibility.<sup>1</sup>

#### THE MANAGER'S JURISDICTION

Common to most counties are certain governmental functions or activities which are strictly administrative in nature, which need to be coördinated, and which may quite properly be placed under the supervision of a county manager. They are (1) the assessment of property; (2) the collection of taxes; (3) the accounting for, and custody of public funds; (4) the purchase of supplies; (5) the care of public property; (6) the keeping of public records; (7) the construction of highways, bridges, and all public works; (8) the employment of prisoners; (9) the care of the poor and other welfare activities; (10) public health work; (11) certain promotion and development activities; and so far as possible, (12) policing, and (13) the business aspects of public education, including the transportation of

<sup>1</sup> *The County Manager Plan*, by Richard S. Childs, published by the National Municipal League, 261 Broadway, New York City. 24 pp.

school children. This leaves out of the picture education in its academic aspects, elections, and the administration of justice.

In most cities education has been left outside the jurisdiction of the city manager, for the reasons that it is a specialized field, has its own organization and administrator, and is related more closely to the state than to the other city departments. County school systems can be left outside the jurisdiction of the county manager for the same reasons. There should probably continue to be a separate board of education which appoints the superintendent and shapes school policies. There are certain phases of school administration, however, which might come under the supervision of the county manager. Among these are the transportation of school children, the purchase of fuel and other supplies (except textbooks), and the care of school property. Certainly, all school disbursements should clear through the central accounting office and all school funds should be subject to the same control as other funds.

The conduct of elections is left outside the control of the manager in order that there can be no ground for accusing him of political manipulations.

The courts are agencies of the state and should be kept entirely divorced from county business. Only to the extent that court officials handle county funds should they be responsible to the manager and to the county board. The sheriff in his capacity as a court officer, the clerk of court, and the coroner should be considered as state rather than county officers.

Opinions differ as to whether the manager's control should extend over agencies of law enforcement. The city manager's authority extends over the police department. But the sheriff and prosecuting attorney are primarily

concerned with the enforcement of state law, and on this ground might be appointed by the governor or attorney general. In any case, constitutional provisions and traditional practice will make it difficult in most states to transfer the control of these officials to an appointed manager.

The county judge, where there is one, and the justices of the peace might be considered county officers, but since they are concerned mainly with the administration of justice, they are not a part of the business organization to which the manager's jurisdiction should be limited. Of course they should be accountable to the manager for any county funds which come into their hands.

#### THE SHORT BALLOT

The success of the county manager plan depends upon a full application of the short-ballot principle. Hence *an ideal county manager law would provide for the appointment by the manager of all the administrative officers within the scope of his supervision.* If the departments of education and justice are left outside his control, several states could adopt the county manager plan without constitutional amendments. In some states only one or two elective positions would remain within the administrative service, and in a few states none at all. A number of states could not adopt an effective manager system without changing the constitution.

#### ORGANIZATION CHARTS

The two accompanying charts show diagrammatically a county manager plan for each of the two less populous types of counties—the urban-rural, and the rural. Urban counties may require more elaborate departmental organization under the manager. The main difference between the plan set up

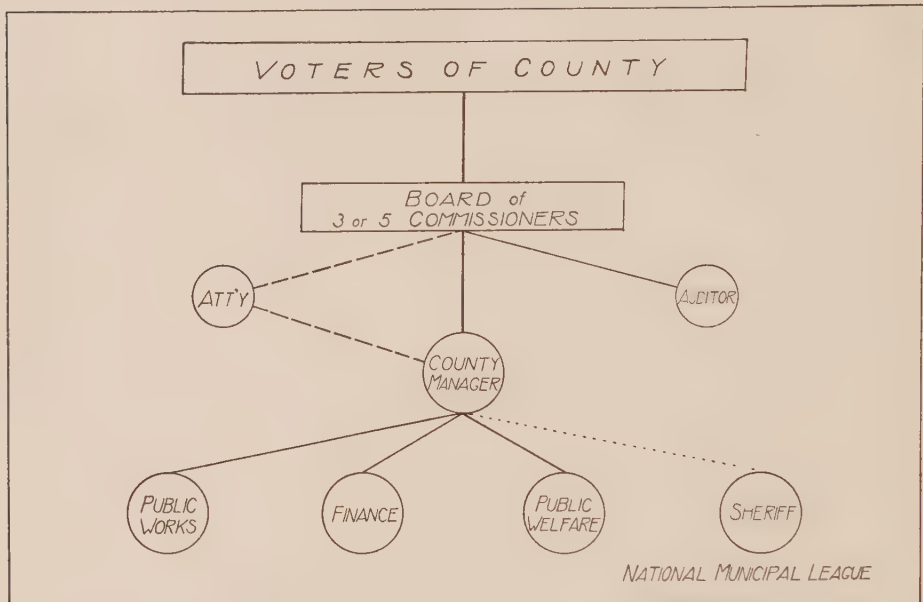


for the rural counties and the one set up for the urban-rural counties is that the latter provides a larger and more representative board. Additional administrative departments may also be desirable. In all other respects, the two plans are identical.

eventually all administrative officers should be appointed.

In order that the counties of each class may compete for excellence in the various phases of administration, it is desirable that the work be classified according to functions and the ac-

#### FORM OF GOVERNMENT RECOMMENDED FOR RURAL COUNTIES



EDITOR'S NOTE.—The dotted line to the sheriff is used to indicate his unsettled status in the committee's plan. The committee was unanimous in believing that the sheriff should be appointed rather than elected, but differed as to whether he should be appointed by the state attorney general or by the county manager. See section 12, of the bill. The broken line indicates that the county board and the county manager share responsibility for naming the attorney, as he is the legal advisor both of the board and of the manager. No account of the local school organization is taken in the charts. Where education is a county function, school authorities should generally utilize the legal, financial and engineering services of the regular departments. See section 19. Neither do the charts include the prosecuting attorney, who probably should be appointed by the state attorney general; nor the courts, which fall outside the jurisdiction of the manager. See section 11 of the bill.

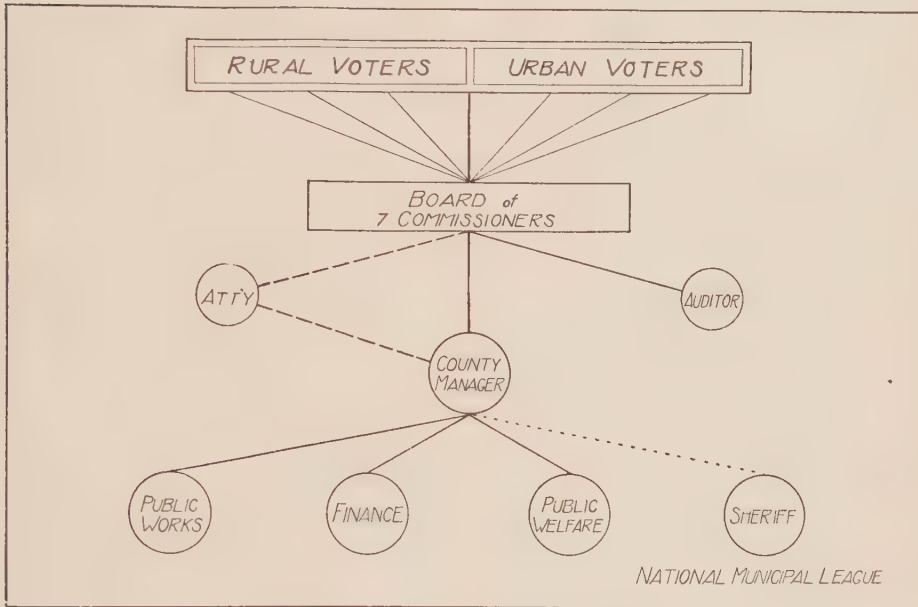
The only popularly elected officials should be a board of county commissioners or supervisors and a board of education. While it would not seriously cripple the plan if a few officers, fortified by the constitution, should temporarily remain on the ballot,

counts be kept by functions. It is desirable, too, that the administrators be chosen to fit the functions or activities rather than that the functions be distributed among a group of officers fixed by law. Some counties will have services to perform that others do

not have but there are a number of activities, as indicated above, which are common to most counties. Generally, there will not need to be as many officers as there are functions. In a typical rural county it should be possible to group all the ordinary activities

The county board should have the power to prescribe, distribute, or discontinue the functions and duties of departments and offices which it has established. It should have the right, upon the recommendation of the manager, to transfer an activity from one

#### FORM OF GOVERNMENT RECOMMENDED FOR URBAN-RURAL COUNTIES



See editor's note under chart on previous page.

into three departments with a full-time administrator over each department, the county manager himself being responsible for one department. The county manager should direct the department for which his training and talents best fit him, and he should select for the other departments directors with the particular qualifications needed.

department or division thereof to another, or to add to the duties thereof.

The draft of the law which follows does not attempt to cover all phases of county government. It deals mainly with the county manager, his selection, qualifications, powers and duties. The principles of this act are applicable also to urban counties, but the organization will need to be somewhat elaborated.

# AN ACT PROVIDING FOR THE ADOPTION OF THE MANAGERIAL FORM OF COUNTY GOVERNMENT

BE IT ENACTED BY \_\_\_\_\_.

## *Section 1.*

Any county in the state is hereby authorized to adopt a county manager form of government as herein defined, and in accordance with the procedure herein specified.

## *Section 2. Method of Adoption.*

(a) Upon a petition filed with the county election board<sup>1</sup> signed by not less than 5 per cent of the whole number of voters who voted at the last general election asking that a referendum be held on the question of adopting the county manager form of government, it shall be the duty of the county election board to submit the question at the next regular election or call a special election for the purpose. If a special election is called it shall be held not more than sixty days nor less than thirty days from the filing of the petition, but not within thirty days of any general election. The question submitted shall be worded: "Shall the county manager form of government be adopted in \_\_\_\_\_ County?" In lieu of the petition, a resolution may be passed by the board of county commissioners and filed with the election board asking for a referendum, in which case the election board shall proceed as in the case of a petition.

(b) It shall be the duty of the election board to publish a notice of the referendum in a daily paper twice a week for a period of three consecutive weeks, or in case there is no daily paper of wide circulation in the county, then in a weekly paper for four consecutive weeks.

(c) If a majority of the votes cast on the question at the election shall be in favor of the county manager form

<sup>1</sup> Or other proper authority.

of government, it shall go into effect at a date designated in the petition or resolution. Provided: that no elected official then in office, whose position will no longer be filled by popular election, shall be retired prior to the expiration of his term of office.

## *Section 3.*

The powers of a county as a body politic and corporate shall be vested in a board of county commissioners and exercised in the manner provided in this act.

## *Section 4. Powers and Duties of the County Board.<sup>2</sup>*

(a) The board of county commissioners<sup>3</sup> (hereinafter called the county board) shall be the policy-determining body of the county, and except as otherwise provided by law, shall be vested with all the powers of the county, including power to levy taxes and to appropriate funds.

(b) The county board is vested with full power to inquire into the official conduct of any officer or office under

<sup>2</sup> The time has come when at least a limited measure of ordinance-making power should be conferred upon counties. This should include the power to make police and sanitary regulations, and the same planning and zoning powers as those granted to cities. The relation of county ordinances enacted under any such grant of power to similar ordinances enacted by the cities within the county needs to be carefully considered. Perhaps, at the outset, it would be wise to limit the application of county ordinances to territory outside the boundaries of municipalities within the county. Also, if ordinance-making power be conferred on the county board, provisions should be made by law for procedure to govern the introduction, passage and publication of such ordinances.

<sup>3</sup> Or corresponding body, such as board of supervisors, board of chosen freeholders, etc.



its control and to investigate the accounts, disbursements, bills and receipts of any county, district or township officer, and for these purposes may subpoena witnesses, administer oaths and require the production of books, papers and other evidence; and in case any witness fails or refuses to obey any such lawful order of the county board, he shall be deemed guilty of a misdemeanor.

(c) The county board shall have power to preserve order in its sessions and for this purpose may enforce obedience by fines not exceeding five dollars, or by imprisonment in the county jail for a period not exceeding twenty-four hours.

(d) The county board shall have power to put all officers of the county on a salary basis, and to require all fees to be accounted for and paid into the county treasury.

(e) Whenever in any county adopting this act it is not clear what officer provided for thereby or under the authority thereof should exercise any power or perform any duty conferred upon or required of the county, or any officer thereof, by general law, then any such power shall be exercised or duty performed by that officer of the county designated by ordinance or resolution of the county board.

*Section 5. County Board Not to Interfere in Appointments or Removals.*

Neither the county board nor any of its committees or members shall direct or request the appointment of any person to, or his removal from, office by the county manager or any of his subordinates, or in any manner take part in the appointment or removal of officers or employees in the administrative service of the county. Except for the purpose of inquiry or in emergen-

cies, the county board and its members shall deal with that portion of the administrative service over which the manager is responsible solely through the manager, and neither the county board nor any member thereof shall give orders to any subordinate of the county either publicly or privately. Any violation of the provisions of this section by a member of the county board shall be a misdemeanor, conviction of which shall immediately result in the forfeiture of his office by the member so convicted.

*Section 6. Appointment of Manager.*

(a) The county board shall appoint a county manager and fix his compensation. He shall be the administrative head of the county government, and shall devote his full time to this work. He shall be appointed with regard to merit only, and he need not be a resident of the county at the time of his appointment. No member of the county board shall, during the time for which elected, be chosen manager, nor shall the managerial powers be given to a person who at the same time is filling an elective office.

(b) The manager shall not be appointed for a definite tenure, but shall be removable at the pleasure of the county board. In case the county board determines to remove the manager, he shall be given, if he so demands, a written statement of the reasons alleged for the proposed removal and the right to a hearing thereon at a public meeting of the county board prior to the date on which his final removal shall take effect, but pending and during such hearing the county board may suspend him from office, provided that the period of suspension shall be limited to thirty days. The action of the board in suspending or removing the manager shall not be

subject to review. In case of the absence or disability of the manager the county board may designate some responsible person to perform the duties of the office.

*Section 7. Appointment of Subordinates.*

The manager shall be responsible to the county board for the proper administration of all the affairs of the county which the board has authority to control. To that end he shall appoint all officers and employees in the administrative service of the county, except as otherwise provided in this act, and except as he may authorize the head of a department or office responsible to him to appoint subordinates in such department or office. All appointments shall be on the basis of the ability, training and experience of the appointees which fit them for the work which they are to perform. All such appointments shall be without definite term unless for temporary service not to exceed sixty days.

*Section 8.*

Nothing in this act shall be construed to repeal or counteract existing civil service provisions of the state law.

*Section 9. Removal of Officers or Employees.*

Any officer or employee of the county appointed by the manager, or upon his authorization, may be laid off, suspended or removed from office or employment either by the manager or the officer by whom appointed. Any director of a department or other officer who has been suspended or removed by the manager, within five days thereafter shall be given a written statement setting forth the reasons for dismissal, if he so requests. A copy of the written statement giving reasons for the dismissal, a copy of the written reply thereto by the officer involved, and a copy of the decision of the

manager shall be filed as a public record in the office of the clerk to the county board.

*Section 10. Right to Attend County Board Meetings.*

The manager, the directors of all departments, and all other officers of the county shall be entitled to be present at all sessions of the county board. The manager shall have the right to present his views on all matters coming before the county board and the directors and other officers shall be entitled to present their views relating to their respective departments or offices. This right shall apply to all officers of the county whether elective or appointive.

*Section 11. Powers and Duties of the County Manager.*

(a) As the administrative head of the county government for the county board, the manager shall supervise the collection of all revenues, guard adequately all expenditures, secure proper accounting for all funds, look after the physical property of the county, exercise general supervision over all county institutions and agencies, and, with the approval of the county board, coordinate the various activities of the county and unify the management of its affairs.

(b) He shall execute and enforce all resolutions and orders of the county board, and see that all laws of the state required to be enforced through the county board or other county officers subject to its control are faithfully executed.

(c) He shall attend all meetings of the county board and recommend such actions as he may deem expedient.

(d) He shall appoint all officers and employees in the administrative service of the county, except as otherwise provided in this act and except as he may delegate that power.

(e) He shall fix, with the approval of the county board, the compensation of all officers and employees whom he or a subordinate appoints.

(f) He may remove such officers, agents, and employees as he may appoint, and he shall report every appointment or removal to the next meeting of the county board.

(g) He shall prepare and submit the annual budget, and execute the budget in accordance with the resolutions and appropriations made by the county board.

(h) He shall make regular monthly reports to the county board in regard to matters of administration, and keep the board fully advised as to the financial condition of the county.

(i) He shall examine regularly the books and papers of every officer and department of the county and report to the county board the condition in which he finds them. He may order an audit of any office at any time.

(j) He shall perform such other duties as may be required of him by the county board.

#### *Section 12. Administrative Activities.*

(a) The county manager shall be responsible to the county board for the administration of the following activities: (1) the assessment of property for taxation and the preparation of the tax roll; (2) the collection of taxes, license fees, and other revenues of the county and its subdivisions; (3) the custody and accounting of all public funds belonging to or handled by the county; (4) the purchase of all supplies for the county except those specifically excepted in this act; (5) the care of all county buildings; (6) the care and custody of all the personal property of the county; (7) the recording of deeds, mortgages and other instruments, and the entry and preservation of such other public records as the law requires;

(8) the construction and maintenance of county highways and bridges; (9) the employment of prisoners;<sup>1</sup> (10) the care of the poor, the operation of county charitable and correctional institutions, and the other welfare activities; (11) public health work and the operation of the county hospitals; (12) any or all matters of property and business in connection with the administration of schools and other governmental units within the county which shall be delegated to him by these units with the approval of the county board; (13) such other activities of the county as are not specifically assigned to some other officer or agency by this act or by laws of the state subsequently enacted.

(b) These activities shall be distributed among the departments hereinafter described. There shall be a department of finance, a department of public works, and a department of public welfare; and the county board may, upon recommendation of the county manager, establish additional departments. Any activity which is unassigned by this act shall be assigned by the county board to an appropriate department, and any activity so assigned may, upon the recommendation of the county manager, be transferred by the board to another department.

(c) The manager shall appoint a director for each department provided for or authorized by this section, and he may, with the consent of the county board, act as the director of one department himself or appoint one director for two or more departments.

<sup>1</sup> The committee was divided on the advisability of making the manager responsible for the administration of justice, permitting him to appoint the sheriff. The committee was unanimous in believing that this officer should be appointed rather than elected, but differed as to whether he should be appointed by the state attorney general or by the county manager.



The subordinate officers and employees of each department shall be appointed or employed by the manager, unless he chooses to delegate this power in particular instances to a subordinate officer.

*Section 13. Compensation Established by County Board.*

The county board shall establish a schedule of compensation for officers and employees which shall provide uniform compensation for like service. Such schedule of compensation may establish a minimum and maximum for any class, and an increase in compensation, within the limits provided for by any class, may be granted at any time by the county manager or other appointing authority upon the basis of efficiency and seniority records.

*Section 14. Advisory Boards.*

The manager may appoint a board of citizens qualified to act in an advisory capacity to the head of any specified department or office. The members of all such boards shall serve without compensation and it shall be their duty to consult and advise with the officer in charge of the office or department for which they are appointed but not to direct the conduct of such department or office.

*Section 15. Preparation and Submission of the Budget.*

On or before the ——— day of ——— of each year the manager shall prepare and submit to the county board a budget presenting a financial plan for conducting the affairs of the county for the ensuing year. The budget shall be set up in the manner prescribed by general statute and shall be published prior to the date of adoption by the county board; but if there be no such statute, then in the manner prescribed by the county board upon the recommendation of the manager.

*Section 16. Department of Finance.*

(a) The director of finance shall have charge of the administration of the financial affairs of the county, including the budget; the assessment of property for taxation; the collection of taxes, license fees, and other revenues; the custody of all public funds belonging to or handled by the county; control over the expenditures of the county and its subdivisions; the disbursement of county funds; the purchase, storage and distribution of all supplies, materials, equipment, and contractual services needed by any department, office, or other using agency of the county; the keeping and supervision of all accounts; and such other duties as the county board may by ordinance or resolution require.

(b) No money shall be drawn from the treasury of the county, nor shall any obligation for the expenditure of money be incurred, except in pursuance of the annual appropriation ordinance or resolution or legally enacted supplement thereto.<sup>1</sup> Accounts shall be kept for each item of appropriation made by the county board. Each such account shall show in detail the appropriations made thereto, the amount drawn thereon, the unpaid obligations charged against it, and the unencumbered balance in the appropriation account, properly chargeable, sufficient to meet the obligation entailed by contract, agreement, or order.

(c) The director of finance shall either act as county assessor or shall appoint and have supervision over this official. The assessor and his deputies shall have the powers, qualify in the manner, and perform the duties prescribed by general law.

<sup>1</sup> Where offices are operated on the fee basis such fees should be accounted for and paid into the general treasury and the board of commissioners empowered to specify the salary for such positions.

(d) The director of finance shall either act as tax collector and county treasurer or shall appoint and have supervision over these officials; provided, that in lieu of the election or appointment of a treasurer the county board may select and designate annually, by ordinance or recorded resolution, some bank or banks or trust company as an official treasury for the funds of the county. All moneys received by any officer or employee of the county for or in connection with the business of the county shall be paid promptly into the hands of the county treasurer or the bank or trust company acting as county treasury. Any bank serving as a depository for county funds shall be subject to such requirements as to security therefor and interest thereon as the county board may by ordinance or resolution establish. All interest on money so deposited shall accrue to the benefit of the county.

(e) The director of finance shall be charged with the keeping of all general books of financial and budgetary control for all departments and offices of the county. Report shall be made to him daily, or as often as he may require, showing the receipt of all moneys and disposition thereof. He shall submit to the county board through the manager each month a summary statement of revenues and expenses for the preceding month, detailed as to appropriations and funds in such manner as to show the exact financial condition of the county and of each department and division thereof. He shall submit once a year, or more often if the county board requires it, a complete financial statement showing the assets and liabilities of the county and of each of its subdivisions.

(f) The county board shall require an annual audit of the books of every county officer who handles public funds,

to be made by an accountant who is not a regular officer or employee, and who is thoroughly qualified by training and experience. If the state provides an auditing service, whether at the expense of the state or the county, such audit may be considered as having satisfied the requirements of this section.

Either the county board or the manager may at any time order an examination or audit of the accounts of any officer or department of the county government. Upon the death, resignation, removal, or expiration of the term of any officer of the county, the director of finance shall cause an audit and investigation of the accounts of such officer to be made and shall report the results thereof to the manager and the county board. In case of the death, resignation or removal of the director of finance, the county board shall cause an audit to be made of his accounts. If, as a result of any such audit, an officer be found indebted to the county, the county board shall proceed forthwith to collect such indebtedness.

(g) The director of finance shall either act as purchasing agent or shall appoint and have supervision over this official. The purchasing agent shall make all purchases for the county in the manner, and with such exceptions, as may be provided by resolution of the county board. He shall have authority to make transfers of supplies, materials and equipment between departments and offices, to sell any surplus supplies, materials, or equipment, and to make such other sales as may be authorized by the county board. He shall also have power, with the approval of the county board, to establish suitable specifications or standards for all supplies, materials and equipment to be purchased for the county, and to inspect all deliveries to determine their compliance with such specifica-

tions and standards. He shall have charge of such storerooms and warehouses of the county as the county board may provide.

Before making any purchase or sale, the purchasing agent shall invite competitive bidding under such rules and regulations as the county board may by ordinance or resolution establish. The purchasing agent shall not furnish any supplies, materials, equipment or contractual services to any department or office except upon receipt of properly approved requisition and unless there be an unencumbered appropriation balance sufficient to pay for the same.

*Section 17. Department of Public Works.*

The director of public works shall have charge of the construction and maintenance of county roads and bridges, county drains, and all other public works; the construction and care of public buildings, storerooms and warehouses, and such equipment and supplies as the county board may authorize; and shall perform such other duties as the county board may prescribe.

*Section 18. Department of Public Welfare.*

The director of public welfare shall have charge of poor relief, hospitals, charitable and correctional institutions, parks and playgrounds, and public health; and shall perform such other duties as the county board may prescribe.

*Section 19. Department of Education.<sup>1</sup>*

(a) The county board of education and the county superintendent of schools shall continue to be selected and shall possess and exercise all powers as now provided by law except as otherwise provided by this act.

<sup>1</sup> Applicable only in those states where there is a county board of education, not possessing tax-levying power.

(b) The board of county commissioners shall pass upon the school budget and may strike out any item of expense not essential to the maintenance of the minimum standards set up by the state, but not until the county superintendent of schools has been heard on the purpose and need of such item.

(c) The county board of education and the county superintendent of schools may enter into agreement with the board of commissioners for the discharge of any of the school functions by or under the general direction of the county manager, such as purchase of supplies, maintenance and construction of buildings, etc.

*Section 20. Legal Adviser.*

The county manager may employ an attorney, endorsed by the county board, to serve as legal adviser to the county board and himself, to act as counsel for the county in any suit instituted by or against the county, and to perform such other duties as may be prescribed by the county board.

*Section 21. Bonding of Officers.*

The county manager shall give bond to the amount of not less than \_\_\_\_\_. The director of finance shall give bond to the amount of \_\_\_\_\_. In case the county manager serves also as director of finance, he shall give bond to the full amounts indicated above. The county board shall have the power to fix bonds in excess of these amounts, and to require bonds of other county officers in their discretion, conditioned on the faithful discharge of their duties and the proper accounting for all funds coming into their possession.

*Section 22. Contract Interest Prohibited.*

No member of the county board or other officer or employee of the county,



or person receiving a salary or compensation from funds appropriated by the county, shall be interested directly or indirectly in any contract to which the county is a party, either as principal, surety, or otherwise; nor shall any such officer or employee or his partner, agent, servant or employee or the firm

of which he is a member purchase from or sell to the county, any real or personal property, nor shall he be interested, directly or indirectly, in any work or service to be performed for the county or in its behalf. Any contract made in violation of any of these provisions shall be void.

## SELECTED BIBLIOGRAPHY

## PERIODICAL REFERENCES.

*Articles in National Municipal Review:*

- Signs of Progress in County Government. By Paul W. Wager and Howard P. Jones. 19: 541, August, 1930.
- Government for the St. Louis Metropolis. By Isidor Loeb. 19: 405, June, 1930.
- A Charter for the Metropolitan City of Pittsburgh. By Doris Darmstadter. 18: 426, June, 1929.
- Voters Turn Thumbs Down on Pittsburgh's Metropolitan Charter. By Martin L. Faust. 18: 529, August, 1929.
- The Pittsburgh Consolidation Charter. By Joseph T. Miller. 18: 603, October, 1929.
- Improving County Government in North Carolina. By Paul W. Wager. 18: 8, January, 1929.
- A Wet Blanket on the County Manager Plan. By Kirk H. Porter. 18: 5, January, 1929.
- The Manager Plan Appropriate for Counties. By Rowland A. Egger. 18: 237, April, 1929.
- County Consolidation in Tennessee. By J. W. Manning. 17: 511, September, 1928.
- North Carolina to Have Better Government. By Paul W. Wager. 16: 519, August, 1927.
- Westchester County Plans a New Government. By Richard S. Childs. 14: 349, June, 1925.
- Politicians Win Again in San Diego County. By Charles Hoopes. 12: 345, July, 1923.
- The Butte-Silver Bow County Consolidation Charter. By A. R. Hatton. 12: 310, June, 1923.
- St. Louis City-County Consolidation Before Constitutional Convention. By Harland Bartholomew. 11: 406, December, 1922.
- County Manager Charter Defeated in Sacramento. By Irvin Engler. 11: 309, October, 1922.
- Political Integration of Metropolitan Communities. By Chester C. Maxey. 11: 229, August, 1922.
- The Defeat of City-County Consolidation in Alameda. By E. W. Williams. 11: 204, July, 1922.
- City and County Consolidation in Los Angeles. By G. Gordon Whitnall. 10: 7, January, 1921.
- The Movement for County Government Reform in Michigan. By C. Roy Hatten. 9: 696, November, 1920.
- A County Manager Charter in Maryland. By W. H. Dodds. 9: 504, August, 1920.

*Articles in Other Magazines:*

- The Case for the County Manager. By Paul W. Wager. *Public Management*. 12: 78, March, 1930.



- The County Manager Plan. By Charles M. Kneier. *Public Management*. 12: 45, February, 1930.
- Needed for Every County. By Paul W. Wager. *The American City*. 41: 160, September, 1929.
- Making the County Automobile Run. By Howard P. Jones. *The American City*. 41: 119, October, 1929.

## PAMPHLETS

- The County Manager Plan*. By Richard S. Childs. National Municipal League, New York. Revised 1930. 22 pp.
- County Management: A review of developing plans for county administration in Virginia and North Carolina*. By Wylie Kilpatrick. Published by author, University of Virginia, Charlottesville. 1928. 46 pp.
- County Government*. By Helen M. Rocca. National League of Women Voters. 1928. 44 pp.
- Report of County Government Advisory Commission*. State of North Carolina, Raleigh. 1928. 26 pp.
- County Welfare Organization in Ohio*. Ohio Institute, Columbus. 1928. 62 pp.

## BOOKS

- Problems in Contemporary County Government*. By Wylie Kilpatrick. Institute for Research in the Social Sciences, University of Virginia 1930. 666 pp.
- County Government and Administration*. By John A. Fairlie and Charles M. Kneier. Century Company, New York. 1930. 590 pp.
- County Government in Minnesota*. By William Anderson and Brice E. Lehman. Bureau for Research in Government, University of Minnesota, Minneapolis. 1928. 174 pp.
- County Government in Virginia*. By New York Bureau of Municipal Research. Superintendent of Public Printing, Richmond, Va. 1928. 100 pp.
- County Government and Administration in North Carolina*. By Paul W. Wager. University of North Carolina, Chapel Hill. 1928. 460 pp.
- County Government and Administration in Iowa*. By B. F. Shambaugh. State Historical Society, Iowa City, Iowa. 1925. 690 pp.
- County and Township Government in the United States*. By Kirk H. Porter. Macmillan, New York. 1922. 362 pp.
- Local Government in the United States*. By Herman G. James. Appleton, New York. 1921. 482 pp.
- County Administration*. By Chester C. Maxey. Macmillan, New York. 1919. 203 pp.
- The County*. By H. S. Gilbertson. National Municipal League, New York. 1917. 257 pp.



# Additional Publications of NATIONAL MUNICIPAL LEAGUE

## CAMPAIGN PAMPHLETS

*10 cents each*

*\$7.00 per hundred*

*\$50.00 per thousand*

City Manager Plan, Story of the  
City Manager Plan at Work

County Manager Plan  
Short Ballot

## REFERENCE PAMPHLETS

*25 cents each, \$15.00 per hundred*

Administrative Consolidation in State Governments (35 cents)  
Administrative Reorganization in Illinois  
Airports as a Factor in City Planning  
Assessment of Real Estate  
Buildings, Fitz-Elwyne's Assize of  
Charter Proposals for Norwood, Mass.  
City Manager Government in Cleveland, Five Years of  
City Plan, Law of the  
Electric Light and Power as a Public Utility  
Electricity in Great Britain  
Employment Management in the Municipal Civil Service  
Excess Condemnation, Why We Need  
Franchises, Public Utility  
Gasoline Taxes in the United States, Administration of  
German Cities Since the Revolution of 1918  
Land Subdivisions and the City Plan  
Model Bond Law  
Model Budget Law  
Model City Charter (50 cents)  
Model Election Law (In Preparation)  
Model Registration System (35 cents)  
Model State Constitution  
Municipal Revenue, Minor Street Privileges as a Source of  
Municipal Salaries Under the Changing Price Level  
New York City Board of Estimate and Apportionment  
Special Assessments for Public Improvements  
State Parks (illustrated)  
State Welfare Administration and Consolidated Government  
Water Power Situation, New York

## BOOKS

City Manager Charters, Loose-leaf Digest of . . . . .	\$7.00
City Planning . . . . .	3.50
County, The . . . . .	2.00
Excess Condemnation . . . . .	3.00
Government of Metropolitan Areas . . . . .	In Press
Initiative, Referendum and Recall . . . . .	2.75
Merit System in Government . . . . .	1.00
Municipal Program, A New . . . . .	3.00
President's Removal Power Under the Constitution . . . . .	1.50
Public Borrowing . . . . .	2.00